

Evaluation of Operation Weed & Seed in Wilmington, Delaware

September 1999



181088

This report is supported under Award #98WSQ80029, Bureau of Justice Assistance,
United States Department of Justice.

Points of view expressed in this document are those of the authors and do not necessarily
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in Wilmington, Delaware**

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Introduction

Operation Weed & Seed is a U.S. Department of Justice initiative to reduce illicit drugs and violent crime in targeted communities. The intent of the Weed & Seed strategy is to improve the quality of life in high crime neighborhoods by "Weeding" out the negative elements in the community through increased narcotics enforcement, suppression, and community policing efforts and "Seeding" the neighborhood with programs and activities tailored to the needs of the community. The Weed & Seed strategy consists of four distinct elements.

- ♦ **Law Enforcement** constitutes the "weeding" aspect of Weed & Seed. The focus of the law enforcement element is the suppression of illicit drug activity and crime through increased enforcement, prosecution, adjudication, and supervision of offenders.
- ♦ **Community-Oriented Policing** serves as a bridge between "weeding" and "seeding". Walking patrols, bicycle patrols, and other implementations of community policing increase the level of police visibility and presence, which in itself can have a deterrent effect on criminal activity. Perhaps the most important role of community policing is that it can help foster cooperative relationships between the police and area residents.
- ♦ The **Prevention, Intervention, and Treatment** element involves "seeding" the target neighborhoods with programs and services geared towards preventing problem behaviors from occurring, eliminating harmful behaviors before they become entrenched, and reducing involvement for those who partake in behaviors that adversely impact the community.
- ♦ The fourth element of the Weed & Seed strategy is **Neighborhood Restoration**. Resources should be dedicated to economic development, provision of economic opportunities for residents, improved housing conditions, enhanced social services, and improved public services in the target area. (U.S. Department of Justice, 1992)

Wilmington's Weed & Seed program was implemented in July 1992 with an initial \$1.1 million award from the Bureau of Justice Assistance. Funding for the program continues under the auspices of the Executive Office of Weed & Seed (EOWS) though at a significantly reduced level. Wilmington's Westside/Hilltop, West Center City, and Browntown/Hedgeville neighborhoods have been designated as official Weed & Seed sites by the EOWS. Wilmington was one of the 20 original Weed & Seed pilot sites selected by the U.S. Department of Justice and it currently serves as a training site for newly designated Weed & Seed communities.

Since its inception in July 1992 through April 1999, Wilmington's Operation Weed & Seed has received \$2,933,000 from the U.S. Department of Justice. Of this total, \$489,234 was used for police overtime and other "weeding" activities (17 percent), \$652,569 was used for community policing (22 percent), \$1,103,461 was used for prevention, intervention and treatment programs (38 percent), \$24,672 was used for neighborhood restoration activities (1 percent), and \$675,064 went towards administrative costs (23 percent).

The law enforcement and community policing components combined account for 39 percent of total expenditures. Most of these funds were used to pay overtime for undercover vice operations, drug buy money, and salaries for the walking patrol officers. Initially, law enforcement and community policing comprised 67 percent of the total Weed & Seed budget. During this period, "weeding" funds were used to pay for a state prosecutor, probation and parole officer, and drug lab equipment in addition to vice operations and community policing. Funds for law enforcement and community policing were each reduced by 90 percent in the second funding cycle which started in January 1994. Reported crime in the area began to increase at about the same time as the cutbacks for law enforcement and community policing occurred, so in the next funding cycle a larger percentage of the budget was earmarked for "weeding" activities.

Key to the "seeding" side of Operation Weed & Seed are the four community centers located within the boundaries of target area—the William "Hicks" Anderson Community Center, the Latin American Community Center, Hilltop Lutheran Neighborhood Center, and West End Neighborhood House. Each community center each received funds for recreation and tutoring programs. In addition, Weed & Seed funds were used for, parenting workshops, a victim services counselor, summer prevention programs, a substance abuse counseling outreach worker, truancy prevention counseling, and job skills preparation classes.

During the funding cycle which ended in June 1998, \$12,500 of the federal Weed & Seed base grant was allocated for law enforcement. These funds were used to purchase computer equipment and software that the Wilmington Police Department used to develop an intelligence database on gang membership in Wilmington. Additional Weed & Seed enforcement activities are being paid through a Cost Reimbursement Agreement (CRA) between the Wilmington Police Department and the federal Drug Enforcement Administration Wilmington regional office. The CRA provides supplemental funds for police overtime and equipment used in joint investigative operations of crimes involving drugs, gangs, and firearms.

In 1997, the Delaware Army National Guard, the City of Wilmington, the Wilmington Police Department, Operation Weed & Seed, and the U.S. Attorney's Office - District of Delaware co-sponsored DEFY - Drug Education For Youth. DEFY is a prevention program for 9 to 12 year old youths, both male and female, who live in the Weed & Seed area. The DEFY curriculum was originally developed by the U.S. Department of the Navy. The program was expanded to Weed & Seed sites thereby enhancing existing substance abuse drug prevention efforts by partnering with and utilizing the resources of local branches of the armed forces.

Delaware's DEFY program sponsors a 5-day residential summer camp at the Delaware Army National Guard training facility at Bethany Beach, DE. Each summer the camp recruits 36-40 youths from the Weed & Seed area. Participants attend classes covering areas of instruction which include citizenship, conflict resolution, substance abuse prevention, peer mediation, personal hygiene, and cultural sensitivity. The participants are also taken on one off-site field trip per session. After the camp ends, participants are encouraged to take advantage of the other community programs and services offered by Operation Weed & Seed. DEFY is funded by a \$10,000 grant from the Executive Office of Weed & Seed with in-kind support from the Delaware National Guard.

Programs Funded by Operation Weed & Seed - 1992 to 1998

Administering agency: Wilmington Police Department

Total amount awarded: \$1,005,092

Program: Weed & Seed Community Policing

Activities: Weed & Seed area dedicated walking patrol officers.

Status: Closed

Program: Weed & Seed Enforcement

Activities: Undercover vice and narcotics investigations in the Weed & Seed area.

Status: Closed

Program: Gun Abatement Program

Activities: Integrated Ballistic Identification System (IBIS) equipment and overtime for members of the police department's Weapons Reduction, Interdiction, and Seizure Team (WRIST).

Status: Closed

Program: Anti-Gang Initiative

Activities: Computer equipment and software for developing an intelligence database on gang members and their associates.

Status: Closed

Administering agency: Delaware Criminal Justice Council

Total amount awarded: \$566,902

Program: Project Coordinator

Activities: Provides administrative and staff support for Weed & Seed committees.

Status: Active

Program: Victim Counselor

Activities: Assists victims at completing victims compensation applications, accompanies victims to the hospital or to court, and refers victims to social service agencies.

Status: Closed

Program: Community Organizational Training

Activities: Youth prevention training seminars on the dangers of smoking, self-esteem, and domestic violence.

Status: Closed

Program: ALEX Job Search

Activities: Delaware Department of Labor Automated Labor Exchange (ALEX) computerized job bank terminals installed at sites within the Weed & Seed area.

Status: Closed

Delaware Criminal Justice Council - Continued

Program: Weed & Seed Mini-Grant Program
Activities: Provides grants for up to \$2,000 for drug prevention and neighborhood restoration activities.
Status: Closed

Program: Safe Haven Administration
Activities: Staff training, technical assistance, data collection, and research on gang activity in Wilmington's Westside/Hilltop neighborhood.
Status: Closed

Administering agency: William "Hicks" Anderson Community Center
Total amount awarded: \$253,089

Program: Late Evening Prevention
Activities: Extended community center hours, intramural team sports, monthly field trips.
Status: Active

Program: Anti-Truancy and Suspension
Activities: Establishes a "Drop-In" counseling center for truant and suspended students.
Status: Active

Program: Recreation Program
Activities: Nighttime basketball league; community fitness center
Status: Closed

Program: Tutorial Program
Activities: Individual tutoring and homework assistance; weekly sessions on drug prevention, health & fitness, parenting or career opportunities.
Status: Closed

Program: UMOJA/UJIMA Homegirl Development Basketball League
Activities: Teaches female participants fundamental basketball skills; educational assistance; cultural field trips
Status: Closed

Administering agency: Delaware Statistical Analysis Center
Total amount awarded: \$200,860

Program: SAC Evaluation 1992 - 1998
Activities: Data collection and printing costs for annual evaluations conducted by the Delaware Statistical Analysis Center.
Status: Active

Administering agency: Latin American Community Center

Total amount awarded: \$198,302

Program: Safe Haven Program for Youths 15 - 21

Activities: Team sports, recreation, arts and crafts, and prevention workshops for teens and young adults.

Status: Active

Program: Communities in Control Gang Violence Prevention

Activities: Staff training, technical assistance data collection, and research on gang activity in Wilmington's Westside/Hilltop neighborhood.

Status: Active

Program: School/Community Outreach Worker for Gang-Prone Youth

Activities: Provides counseling and short-term case management for safe haven participants and their families.

Status: Active

Program: Recreation Program

Activities: Organized recreation and socio-cultural activities for youths and adults.

Status: Closed

Program: Tutorial Program

Activities: Tutoring and homework assistance for school age Hispanic youths.

Status: Closed

Administering agency: West End Neighborhood House

Total amount awarded: \$181,398

Program: Recreation Program

Activities: Recreational and cultural activities for youths, adult aerobics instruction, and self-defense classes.

Status: Closed

Program: Tutorial Program

Activities: Individualized Tutoring, homework assistance, and computer instruction for students grades 1-12.

Status: Closed

Program: Parenting Project

Activities: Parenting workshops and support groups for teen and adult parents.

Status: Closed

West End Neighborhood House - Continued

Program: Working Capital Delaware
Activities: The goal of this program is to provide small business development opportunities for the Weed & Seed area. The program involves establishing small business loan peer groups to provide capital, share ideas, and work on business skills.
Status: Closed

Program: Parent Partnership
Activities: A series of parent training workshops.
Status: Closed

Program: Hilltop Summer Camp
Activities: A 7-week summer program for youths ages 5-13. Activities include arts and crafts, swimming, computer activities, and weekly field trips.
Status: Closed

Administering agency: Brandywine Counseling, Inc.
Total amount awarded: \$81,633

Program: BCI Street Outreach
Activities: Substance abuse education; referral to treatment programs; distribution of literature on substance abuse and HIV.
Status: Active

Administering agency: Hilltop Lutheran Neighborhood Center
Total amount awarded: \$75,085

Program: Recreation Program
Activities: Allowed Hilltop Lutheran Neighborhood Center to expand its recreational offerings to Hilltop area youths ages 6-18.
Status: Closed

Program: Tutorial Program
Activities: Individual and group tutorials; group study sessions; college preparation assistance (financial aid information, S.A.T. preparation, college visits); career exploration activities (job fairs, job skills workshops, field trips).
Status: Closed

Administering agency: Delaware Department of Justice
Total amount awarded: \$75,000

Program: Weed & Seed Prosecutor
Activities: This state prosecutor position was created to handle an increase in court cases resulting from Weed & Seed drug arrests.
Status: Closed

Administering agency: Jackson St. Boys and Girl's Club

Total amount awarded: \$58,320

Program: Job Skills Preparation Program

Activities: Offers instruction on interviewing skills and resume writing. Teams youths with mentors in the local business community.

Status: Active

Program: Hedgeville Outreach

Activities: Recruitment of youth from the Hedgeville area to join the Jackson Street Boys and Girls Club.

Status: Closed

Program: Educational Enhancement Program

Activities: Computer assisted instruction and tutoring.

Status: Closed

Administering agency: West Center City Day Care Nursery

Total amount awarded: \$45,345

Program: Early Computer Whiz

Activities: Computer tutorial and instruction for children ages 3 - 10.

Status: Closed

Program: EPIC@WCCDCN

Activities: Parenting workshops and support groups for parents of WCCDCN students.

Status: Closed

Program: Neighborhood Parent Assistance Project

Activities: Parent education classes and workshops, support groups, and family counseling.

Status: Closed

Program: Parents for Success

Activities: Parenting workshops.

Status: Closed

Administering agency: Delaware Department of Correction

Total amount awarded: \$34,306

Program: Weed & Seed Probation and Parole Officer

Activities: Community correctional supervision of Weed & Seed area offenders who are on probation or parole.

Status: Closed

Administering agency: Delaware Medical Examiner and Forensic Sciences
Total amount awarded: \$27,405

Program: Drug Analysis Lab Equipment
Activities: Additional drug analysis equipment was purchased because of the anticipated increase in caseloads resulting from Weed & Seed area drug arrests.
Status: Closed

Administering agency: St. Paul's Church and School
Total amount awarded: \$11,378

Program: St. Paul's Resource Room
Activities: Additional staff support to expand a remedial/special education class at St. Paul's School for students grades 2-6 who experience difficulties learning in a traditional classroom setting.
Status: Closed

Program: St. Paul's Summer Prevention Program
Activities: Summer remedial education classes for "at-risk" students in grades 2 - 5.
Status: Closed

Program: St. Paul's Church Youth Retreat
Activities: A 3-day retreat for Hispanic youths from the Westside/Hilltop area.
Status: Closed

Administering agency: Step Into 2000, Inc.
Total amount awarded: \$10,000

Program: Nuts and Bolts
Activities: Provides insurance coverage for participants of a housing rehabilitation and job training program.
Status: Closed

Administering agency: Tabernacle Baptist Church
Total amount awarded: \$9,885

Program: Youth Outreach Ministry
Activities: Tutoring in English, math, social studies, and science.
Status: Closed

Administering agency: Child, Inc.
Total amount awarded: \$9,000

Program: Taking Care
Activities: Parenting classes, workshops, referral assistance and support for families living in the Weed & Seed area.
Status: Closed

Summary of Weed & Seed Funded Programs

Program Area	Description	Administering Agency	7/92 - 12/93	1/94 - 6/95	7/95 - 6/96	7/96 - 6/97	7/97 - 6/98	7/98 - 6/99
Law Enforcement	WPD Anti-Gang Initiative	Wilmington Police Dept.	\$0	\$0	\$0	\$0	\$12,500	\$0
	Weed & Seed Enforcement	Wilmington Police Dept.	\$157,874	\$29,149	\$6,000	\$72,000	\$0	\$0
	Gun Abatement Program	Wilmington Police Dept.	\$0	\$0	\$75,000	\$0	\$0	\$0
	Weed & Seed Probation & Parole Officer	Delaware Department of Correction	\$34,306	\$0	\$0	\$0	\$0	\$0
	Weed & Seed Prosecutor	Delaware Department of Justice	\$75,000	\$0	\$0	\$0	\$0	\$0
	Drug Analysis Equipment	Medical Examiner	\$27,405	\$0	\$0	\$0	\$0	\$0
Community-Oriented Policing	Weed & Seed Community Policing	Wilmington Police Department	\$446,651	\$42,386	\$109,000	\$54,532	\$0	\$0
Prevention, Intervention, and Treatment	Weed & Seed Area Community Center Tutorial Programs	Hilltop Lutheran Neighborhood Center	\$9,965	\$16,598	\$12,402	\$4,500	\$0	\$0
		Latin American Community Center	\$9,959	\$15,550	\$12,450	\$6,000	\$0	\$0
		West End Neighborhood House	\$11,265	\$20,949	\$10,790	\$0	\$0	\$0
		William "Hicks" Anderson Community Center	\$9,946	\$11,600	\$11,620	\$5,000	\$0	\$0

Table 1

Summary of Weed & Seed Funded Programs

Program Area	Description	Administering Agency	7/92 - 12/93	1/94 - 6/95	7/95 - 6/96	7/96 - 6/97	7/97 - 6/98	7/98 - 6/99
Prevention, Intervention, and Treatment	Weed & Seed Area Community Center Recreation Programs	Hilltop Lutheran Neighborhood Center	\$0	\$20,000	\$11,620	\$0	\$0	\$0
		Latin American Community Center	\$32,248	\$31,175	\$20,920	\$5,000	\$0	\$0
		West End Neighborhood House	\$30,601	\$33,750	\$17,703	\$0	\$0	\$0
		William "Hicks" Anderson Community Center	\$33,698	\$31,818	\$28,754	\$11,802	\$0	\$0
	ALEX Job Search	Department of Labor	\$3,929	\$0	\$0	\$0	\$0	\$0
	Community Organizational Training	Criminal Justice Council	\$22,457	\$16,001	\$7,307	\$0	\$0	\$0
	Early Computer Whiz Program	West Center City Day Care Nursery	\$7,213	\$11,057	\$6,640	\$3,000	\$0	\$0
	Parenting Project	West End Neighborhood House	\$24,198	\$0	\$0	\$0	\$0	\$0
	Street Outreach	Brandywine Counseling	\$10,000	\$24,633	\$20,000	\$15,000	\$12,000	\$0
	Taking Care	Child, Inc.	\$9,000	\$0	\$0	\$0	\$0	\$0
	Victim Counselor	Criminal Justice Council	\$30,699	\$35,234	\$16,568	\$6,311	\$4,000	\$0

Table 1

Summary of Weed & Seed Funded Programs

Program Area	Description	Administering Agency	7/92 - 12/93	1/94 - 6/95	7/95 - 6/96	7/96 - 6/97	7/97 - 6/98	7/98 - 6/99
Prevention, Intervention, and Treatment	Education Enhancement Program	Jackson St. Boy's and Girl's Club	\$0	\$14,400	\$0	\$0	\$0	\$0
	EPIC @ WCCDCN	West Center City Day Care Nursery	\$0	\$7,235	\$0	\$0	\$0	\$0
	Mini-Grant Program	Criminal Justice Council	\$0	\$16,722	\$8,470	\$0	\$0	\$0
	Parent Assistance Project	West Center City Day Care Nursery	\$0	\$7,500	\$0	\$0	\$0	\$0
	Parents for Success	West Center City Day Care Nursery	\$0	\$2,700	\$0	\$0	\$0	\$0
	Youth Outreach Ministry	Tabernacle Baptist Church	\$0	\$9,885	\$0	\$0	\$0	\$0
	Hedgeville Outreach	Jackson St. Boy's and Girl's Club	\$0	\$0	\$19,920	\$9,000	\$0	\$0
	Hilltop Summer Camp	West End Neighborhood House	\$0	\$0	\$7,470	\$0	\$0	\$0
	Parent Partnership	West End Neighborhood House	\$0	\$0	\$10,000	\$0	\$0	\$0
	St. Paul's Prevention Program	St. Paul's School	\$0	\$0	\$220	\$0	\$0	\$0

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Prevention, Intervention, and Treatment	St. Paul's Resource Room	St. Paul's School	\$0	\$0	\$9,960	\$0	\$0	\$0
	UMOJA/UJIMA Homegirl Basketball League	William "Hicks" Anderson Community Center	\$0	\$0	\$20,000	\$0	\$0	\$0
	Job Skills Preparation	Jackson St. Boy's and Girl's Club	\$0	\$0	\$0	\$10,000	\$5,000	\$5,000
	St. Paul's Church Retreat	St. Paul's Church	\$0	\$0	\$0	\$1,198	\$0	\$0
	Anti-Truancy and Suspension Program	William "Hicks" Anderson Community Center	\$0	\$0	\$0	\$0	\$25,000	\$25,000
	Communities in Control Gang Violence Prevention	Latin American Community Center	\$0	\$0	\$0	\$0	\$12,500	\$0
	Late Evening Prevention	William "Hicks" Anderson Community Center	\$0	\$0	\$0	\$0	\$18,851	\$25,000
	Safe Haven Program	Latin American Community Center	\$0	\$0	\$0	\$0	\$20,000	\$20,000
	Drug Treatment Information Depository	City of Wilmington	\$0	\$0	\$0	\$0	\$0	\$12,000

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Prevention, Intervention, and Treatment	School/Community Outreach Worker for Gang-Prone Youth	Latin American Community Center	\$0	\$0	\$0	\$0	\$0	\$12,500
	The HARTS Project	Quaker Hill Historic Preservation Foundation	\$0	\$0	\$0	\$0	\$0	\$10,000
Neighborhood Restoration	Working Capital Delaware	West End Neighborhood House	\$0	\$0	\$14,672	\$0	\$0	\$0
	Nuts & Bolts	Step Up 2000, Inc.	\$0	\$0	\$0	\$10,000	\$0	\$0
Administrative	Project Coordinator	Criminal Justice Council	\$72,586	\$69,983	\$82,654	\$42,189	\$36,000	\$38,584
	SAC Evaluation	Statistical Analysis Center	\$41,000	\$40,000	\$34,860	\$29,000	\$28,000	\$28,000
	Special Assistant to the Mayor	City of Wilmington	\$0	\$0	\$0	\$0	\$0	\$75,000
	Safe Haven Administration	Criminal Justice Council	\$0	\$57,208	\$0	\$0	\$0	\$0

Table 1

Wilmington's Operation Weed & Seed 1992 to 1996 - An Overview

Since 1993, the Delaware Statistical Analysis has conducted annual evaluations of Wilmington's Operation Weed & Seed program to assess how effective the program has been at reducing crime and improving the quality of life in the targeted neighborhoods. These evaluations use two methodologies to analyze neighborhood change. The first method looks at drug crime patterns in the neighborhood using drug related calls for police service and drug arrests as measures of illicit drug activity and police response to changes in the location and intensity of drug hot spots. Secondly, Mary J. Mande PhD. of MJM Consulting conducts intensive interviews with police officials, community leaders, program administrators, concerned residents and other individuals who are directly or indirectly involved with Weed & Seed. The resulting series of evaluation reports are a longitudinal analysis of both crime trends in the targeted area as well as changing perceptions and attitudes about Operation Weed & Seed and community policing in Wilmington. These studies show not only what is happening to drug markets in the area but also provide some insight into why these changes are occurring.

The ongoing nature of these evaluations has allowed the Center to document over time changes in program funding, strategy, and organization, police deployment, city government, and community perceptions as to whether Weed & Seed has been effective. The information presented in the previous evaluation reports paint a realistic, though sobering portrait of Wilmington's Weed & Seed program and neighborhoods, both of which have gone through numerous changes since the program was first implemented in 1992. The reports show that Operation Weed & Seed as implemented in Wilmington has had its share of both successes and setbacks over the years and relate the problems and challenges encountered when trying to reduce the illicit drug trade in an area that has a long-standing history of being one of the city's most active drug markets.

The Westside/Hilltop, West Center City, and Browntown/Hedgeville neighborhoods are located adjacent to Wilmington's central business district. These neighborhoods are very diverse in their ethnic makeup, housing stock, and income. All three neighborhoods are largely comprised of middle and working class household, yet all have significant pockets of low-income and poverty level households. Varying degrees of blight and physical decay is also evident in all three neighborhoods.

Westside/Hilltop and West Center City have historically been two of city's most crime and drug plagued neighborhoods based on the number of calls for police service that are received from the two areas. In 1990, calls for police service for drug activity increased significantly in these two neighborhoods. In the Westside/Hilltop area, drug related calls for service rose by from 285 in 1989 to 808 in 1990 (184 percent) and in West Center City drug related calls rose from 277 to 451 (63 percent). This increase in reported drug activity coincides with similar increases in other cities which were related to the growth of the crack cocaine trade.

The increase in reported drug activity continued into 1991, when drug related calls for police service from Westside/Hilltop and West Center City rose by 28 percent and 78 percent respectively. The increase in drug activity was accompanied by an increase in drug related violence. In what was perhaps one of the first drug related shooting fatalities in Wilmington, a resident

of the Westside/Hilltop area was killed and four innocent bystanders were injured in an incident involving a member of a New York City drug gang.

This incident brought to light the presence of the city's "New York Connection". Wilmington is located almost at the center of the New York City - Washington D.C. megalopolis, and Interstate 95, the primary highway connecting New York City, Philadelphia, Wilmington, Baltimore, and Washington D.C. cuts through the heart of Wilmington's Weed & Seed neighborhoods. The city's Amtrak station, also located in the Weed & Seed area, is part of Amtrak's northeast corridor, one of the system's most heavily traveled routes. Wilmington's Weed & Seed area's central location and accessibility make it an almost ideal location for interstate drug traffickers and drug buyers from out of town. Since the early 1990's, the Wilmington Police have arrested over one hundred New York City residents for drug offenses in the Weed & Seed area, many of whom had leased rental units in the Westside/Hilltop and West Center City neighborhoods for drug sales and distribution. Numerous drug traffickers have been arrested at the Amtrak station as well, the arrests usually resulting from tips that the police had received about expected drug shipments from New York.

In July 1992, the Delaware Criminal Justice Council was awarded \$1.1 million from the Bureau of Justice Assistance to implement Operation Weed & Seed in Wilmington's Westside/Hilltop and West Center City neighborhoods. The initial award was used to pay for overtime for nine officers from the Wilmington Police Department's Drug, Organized Crime, and Vice Division, six full-time community policing officers, a state probation/parole officer, a state prosecutor, a victim's counselor, a part-time substance abuse treatment outreach worker, recreation and tutoring programs at each of the target area's safe havens/community centers, and parenting skills training workshops.

In 1992 and 1993, the period when Weed & Seed community policing, increased vice operations, and community programs were fully implemented, reported drug activity decreased significantly in all but the most persistent areas. Interaction and communication between police and residents increased. Information provided by residents enabled the police to more effectively identify and address neighborhood problems. Increased narcotics enforcement and improved coordination between local and Federal law enforcement agencies resulted in more drug traffickers being apprehended, prosecuted and incarcerated.

Residents reported that they were less fearful of the drug dealers, addicts, thugs, and prostitutes who had terrorized their neighborhood in the past and that finally they had some relief from the disruption that their illicit activities produced. Those interviewed felt that walking patrols were an effective deterrent to open air drug sales, and while the area's drug problem had not disappeared entirely, open air drug dealing had become far less blatant than before.

As illicit drug activity waned in the Westside/Hilltop and West Center City areas, drug related calls for service from Browntown/Hedgeville began to increase, raising speculation that that some of the drug activity in the areas that were targeted by Weed & Seed was being displaced. In response to concerns that the increase in drug related calls for service from this area was a result of displacement from drug markets north of Lancaster Avenue, the police initiated the "Hedgeville Stabilization Program" which dedicated one walking patrol officer to the area to address possible displacement.

In 1994, federal funds for Weed & Seed community policing, vice operations, and neighborhood programs were reduced by 50 percent to \$550,000. In most cases, community programs were continued at the same or at increased funding levels. Funding for law enforcement "weeding" activities and community policing, however, were reduced by 90 percent. As a result, the number of community police assigned to the area was reduced from six to four officers, overtime hours for undercover operations were reduced, and the Weed & Seed dedicated state prosecutor and probation/parole officer positions were eliminated.

The diminished police presence in the area was further compounded by an overall reduction in police staffing citywide. In an effort to reduce the city's budget deficit (which has since been eliminated), police officer positions that became vacant because of resignations and retirements were not immediately filled. At its low point, the police department had 235 sworn officers, 23 percent below the authorized staffing level of 289 officers. Consequently, the police department's community services division was dismantled so that more officers would be available for regular patrols.

The police manpower shortage combined with reductions in Weed & Seed area drug enforcement and community policing led to an significant increase in drug related calls for police service from the Weed & Seed area in 1994. Most of the drug hot spots that had been effectively suppressed during the initial 18 month period had become as active as they were before Weed & Seed began. Moreover, drug arrests were down some areas. As drug activity in the area resurfaced, community members interviewed were dismayed by the reduced police presence in the area, leading some to label Operation Weed & Seed as just another government program that works while it is funded but loses steam as funds run out.

In 1995, Browntown/Hedgeville was officially designated as a Weed & Seed site in 1995 because of concerns that it would be adversely affected by the displacement of drug activity from Westside/Hilltop and West Center City. The Wilmington Police Department also stepped up enforcement efforts in the Weed & Seed area by creating three new units. The Reactionary Drug Enforcement Team (RDET) and the Strategic Community Action Team (SCAT) both focused on suppressing open-air drug sales and other nuisance crimes in targeted hot spots throughout Wilmington. The Warrant Execution Team (WET) was created to enable police to identify and arrest offenders with outstanding warrants. These three policing initiatives resulted in an increase in drug arrests although the police department staffing remained 48 officer officers below their authorized level of 289 officers.

In 1996, a record 108 shooting incidents resulting in injury or death occurred in Wilmington, a 130 percent increase over the 47 shootings recorded in 1995. A study released jointly by the Delaware Statistical Analysis Center and the Delaware Criminal Justice Council entitled "Wilmington Shootings 1996 - A Comparative Study of Victims and Offenders in Wilmington, Delaware" found that 56 percent of the shooting victims and 91 percent of the suspects had at least one violent felony arrest on their criminal record and that 44 percent of the victims and 49 percent of the suspects had been arrested at least once on drug related charges. (Delaware SAC/CJC, 1997)

About one out of every three shootings in 1996 occurred in the Weed & Seed area. Police and other city officials speculated that the increase in shootings were a result of turf wars between

Dominican, Jamaican, Haitian, and Puerto Rican drug gangs, many from larger New York operations. The media, public officials, and residents were outraged, conceding that shootings in Wilmington had reached a crisis level. Meanwhile, federal funding for Operation Weed & Seed continued to dwindle.

The alarming increase in shootings clearly had an impact on how those interviewed perceived Weed & Seed. Many complained that police visibly was insufficient and that the streets were once again being overrun by thugs. Many expressed frustration that most of the gains that were made in 1992 and 1993 were lost and had become disillusioned with Weed & Seed since to them it had become just another federal program that fell apart at the seams after the funding was reduced.

Wilmington received a total of \$200,000 from the Executive Office of Weed & Seed in 1996. The initial \$125,000 award was used to continue Wilmington's Weed & Seed program, although compared with the previous year a larger percentage of these funds were used for vice operations and community policing and less for community programs. The Wilmington Police Department also received a second \$75,000 supplementary grant from EWOS for a gun abatement program. These funds were used to purchase an Integrated Ballistic Identification System (IBIS) to aid in the investigation and identification of firearms used in shooting incidents. The remainder of the grant was used to fund the Weapons Reduction, Interdiction, and Seizure Team (WRIST), a five officer surveillance unit of the police department that worked jointly with the Federal Bureau of Alcohol, Tobacco, and Firearms.

The city created a Violent Crimes Suppression Task Force within the police department during the summer of 1996 to address the increase in firearm related violence. Police were redeployed to increase visibility in city hot spots and more overtime was provided for undercover vice operations. The city also sought assistance from the Delaware State Police, who provided 12 officers, a K-9 unit and a police helicopter to assist the Wilmington police in drug investigations. The federal government provided support in the form of a \$600,000 Local Law Enforcement Block Grant that was used to equip 15 police cars with laptop computers, fund the department's SCAT unit, and to pay for four community/police liaisons. Staffing in the police department, however, still remained well below the authorized level.

Continuing to provide services to neighborhoods while faced with diminishing resources is proving to be one of Weed & Seed's greatest challenges, yet to date few efforts have been made to secure funding from sources other than the U.S. Department of Justice. Efforts to find alternative funding sources for programs and services may be hindered by the fact that many of the agencies with access to funds for prevention programs or neighborhood restoration projects are not actively involved with Weed & Seed. According to the Weed & Seed Implementation Manual (U.S. Department of Justice, 1992), a key objective of Weed & Seed is "to coordinate and integrate existing and new Federal, State, local, and private sector initiatives, criminal justice efforts, and human services, and to concentrate those resources in the targeted neighborhoods". In Wilmington's Weed & Seed program, collaboration and coordination among participating agencies has been most effective in the law enforcement area.

Operation Weed & Seed's early successes in law enforcement benefited from intensive federal law enforcement cooperation. Federal law enforcement agencies in Delaware have historically

worked with state and local departments. Operation Weed & Seed strengthened these partnerships, and the resulting joint investigations have led to the prosecution of some of the city's most significant drug offenders. Consequently, the improved working relationship that developed between Federal and local law enforcement agencies continued in areas outside of Weed & Seed. For example, the Federal Bureau of Alcohol, Tobacco, and Firearms provided assistance to the Wilmington Police Department during the city's shooting crisis in 1996 and 1997.

The level of coordination and collaboration that characterized the law enforcement "weeding" effort is not as evident in the "seeding" area. Participation by Federal, State, or city agencies outside of law enforcement or the criminal justice system has been minimal. Human service agency involvement was mostly limited to agencies that receive Weed & Seed funds for programming. There has been little participation from agencies who do not receive Weed & Seed funds. Wilmington's Weed & Seed program has also been plagued by a persistent lack participation by many of the agencies which typically take the lead in neighborhood revitalization efforts, such as neighborhood Community Development Corporations, housing agencies, and city government. As a result, little has been accomplished in the economic development and neighborhood restoration areas.

Operation Weed & Seed in 1997 and 1998

One major shortcoming identified in previous evaluations of Wilmington's Weed & Seed program was that there was little collaboration and coordination with municipal government agencies other than the police department. As a result, the neighborhood restoration component of Weed & Seed never got off the ground because the agencies that are typically at the forefront in economic development and neighborhood restoration efforts (e.g. the Mayor's Office, the Department of Real Estate and Housing, the Department of License and Inspections, the Office of Planning) were not actively involved with Weed & Seed. This situation is changing, however, as the city becomes more involved with Weed & Seed and begins to implement community policing, prevention and neighborhood restoration efforts similar to those envisioned in the Weed & Seed strategy. Spearheading much of this is the Special Assistant to the Mayor, a position created specifically to coordinate city services in the Weed & Seed area.

Wilmington's Weed & Seed program has had its share of both successes and setbacks. After experiencing an initial period of success in 1992 and 1993, illicit drug activity resurfaced in 1994 after federal funds for Weed & Seed vice operations and community policing were reduced by 90 percent. This was aggravated by a manpower shortage in the police department's patrol division which occurred when the city, in an attempt to avoid a budget deficit, didn't replace officers as their positions became vacant because of retirement or attrition. Together these two occurrences had reduced police presence in the area to a level where the area's drug trade was able to reestablish itself.

The police were able to increase arrests in 1995 despite the department's staffing problems, however, in 1996, a record 108 persons were injured or killed in city shooting incidents. This trend continued into 1997, when 107 persons were shot. Seventy-five of the 215 city shooting incidents that occurred in 1996 and 1997 took place in the Weed & Seed neighborhoods (35 percent). As violent crime in the area continued, federal funding for Weed & Seed was reduced even further. Weed & Seed area community policing was still being funded in 1996 and the first half of 1997 (albeit at reduced levels), but residents reported that walking patrols were seldom seen because of increasing demands for officers to respond to calls for service. In July 1997, federal funding for Weed & Seed area community policing was discontinued.

The financial outlook for the city, however, was improving even as Weed & Seed faced further reduction in federal funding. The fiscal problems that had plagued the city in the past, resulting in staff reductions in the police department and other city agencies, had been alleviated, and 32 new officers were hired in March 1997. The city also hired a new Public Safety Director, a position which had remained unfilled during the city's budget crisis.

As the number of shootings continued to mount during the summer of 1997 the city sought assistance from the New Castle County Police Department and the Delaware State Police, who provided the city with additional patrol officers, a helicopter, and a K-9 unit to assist in drug investigations. Police patrols were redeployed to focus on city "hot spots" and officers were required to work overtime so more of them would be on the streets between 4 p.m. and 4 a.m.

City and State officials had also become interested in a project implemented in Boston, MA that had been credited with reducing gang related violent crime. "Operation Night Light" targeted gang members and their associates who were on probation or parole, making them subject to increased surveillance and unannounced home visits by their probation officers.

In June 1997, a similar project was launched in Wilmington. "Operation Safe Streets" is a collaborative effort by the Wilmington Police Department and the State Department of Correction and the Division of Youth Rehabilitative Services which targets adult and juvenile probationers designated as "high risk" to ensure that they remain in compliance with curfews and other conditions of their probation. Wilmington police officers are teamed with adult and juvenile probation and parole officers to conduct unannounced visits to the homes of targeted probationers after curfew and visit "hot corners" looking for violators. Probationers who were not at home after curfew are ordered to report to their probation officer the next morning. If the probationer reports the next day as ordered, they are immediately arrested and a violation of probation hearing is held within 48 hour. Arrest warrants are issued for probationers who fail to report.

Weed & Seed vice operations and community policing were both discontinued in July 1997. Instead, \$12,500 in federal Weed & Seed funds were used to purchase computer equipment and software for the police department to develop a database on street gang membership as part of "Operation Quiet Storm", a federal/local partnership implemented in October 1997 to address Wilmington's growing street gang problem. This initiative targeted five areas of the city where shootings were most prevalent, including most of the Westside/Hilltop and West Center City neighborhoods. The goal of Operation Quiet Storm is to improve police intelligence on street gang membership by tracking crimes involving drugs and gangs and sharing information and resources with Federal law enforcement officers from the Drug Enforcement Administration, the Bureau of Alcohol, Tobacco, and Firearms, the Federal Bureau of Investigation, the U.S. Marshall, and the Secret Service. The intelligence developed through Operation Quiet Storm was also used to enhance Operation Safe Streets.

Amid these developing partnerships the police department's community policing efforts continued to evolve. Rather than focusing on deploying community police officers in specific areas, the police department was beginning to adopt an agency-wide community policing philosophy which sought to decentralize the deployment and command structure of the police department by creating three precincts or "commands", with each command divided into two police service areas (PSA's). Patrol officers are assigned to specific PSA's on an extended basis and are to respond only to calls from within their assigned PSA unless a high priority emergency call requires them to go outside of their assigned area. Eventually, each PSA will have a police mini-station. The two mini-stations within the Weed & Seed area are located at 5th & Vanburen



Police mini-station at 5th & Vanburen Sts.

Sts. at the site of the former Jamaican Inn and at 5th & Madison Sts. behind the William "Hicks" Anderson Community Center.

In November 1997, the Executive Director of the Executive Office of Weed & Seed (EWOS) made a site visit to Wilmington and met with the Weed & Seed Executive Steering Committee and the Mayor of Wilmington to discuss how his agency could assist the city to implement Weed & Seed more effectively. During his presentation he noted that Weed & Seed evaluation reports produced by the Delaware Statistical Analysis Center had identified two major short-comings in Wilmington's Weed & Seed program—insufficient participation by city agencies and a lack of economic development and neighborhood restoration activities.

As a result, EWOS awarded Wilmington an additional \$75,000 to establish a Weed & Seed Special Assistant position in the Mayor's Office. This person would be responsible for planning and implementing neighborhood restoration activities and coordinating city services in the Weed & Seed area. According to the grant application the role of the Special Assistant's position is to facilitate coordination of Weed and Seed programs and program providers, coordinate existing programs to maximize the goal of Weed & Seed, advocate for the expansion of Weed & Seed programs, advise the Mayor on Weed & Seed activities in Wilmington, and serve as a conduit for information for the Office of the Mayor, the Office of the U.S. Attorney, the State Weed & Seed coordinator, and residents of the Weed & Seed area.

The Special Assistant to the Mayor's position was filled in May 1998. Since being hired, one major initiative has been proposed. "Operation Splash" is a crime reduction and neighborhood revitalization strategy modeled after New York City's "Northern Manhattan Initiative" and Philadelphia's "Operation Sunrise".

As proposed, Operation Splash will utilize a three phase approach to target crime in the Weed & Seed Area on a block-by block basis. Phase I, community organizing, will include establishing block watches, providing tenant/landlord education, and strengthening existing community organizations. In Phase II, the police vice division will identify, target, and dismantle drug organizations operating in the area employing undercover "buy and bust" tactics. Negligent property owners and absentee landlords will also be targeted. Building codes in the area will be enforced more aggressively and property owners will be prosecuted for building, health, and sanitation violations. Owners of nuisance properties will be notified if their properties are cited for drug violations and properties with histories of housing drug operations will be closed down. Phase III, clean up, aims to prevent the targeted block from regressing back to it's previous condition through increased building code enforcement, cosmetic improvements (graffiti removal, street repairs, facade improvements), nuisance abatement, and ongoing undercover vice operations/narcotics enforcement.

A second Weed & Seed initiative that is being explored is the Housing Production System. This initiative would essentially involve forming a Weed & Seed 501(c)(3) Community Development Corporation to acquire and renovate vacant houses in the area. The plan also calls for hiring unemployed residents to assist contractors in restoring the homes. As proposed, this 501(c)(3) will differ from community developing corporations currently operating in the area because unlike the existing corporations, it will not be affiliated with any particular community organization.

Since resolving its financial difficulties, the city has been able to become more involved in youth development and neighborhood improvement. In 1997, a Division for Youth Advocacy was created within the Mayor's office to develop programs for city youths. A Neighborhood Ambassador Program, established with donations from MBNA Bank, was created to help keep neighborhoods free of litter. The city's nuisance statutes and building codes are also being enforced more aggressively. In 1996, the Sills administration (city solicitor) petitioned Chancery Court to shut down three drug houses in the Weed & Seed area, citing the city's nuisance abatement statute. In addition, a Vacant Housing Task Force was created to identify vacant properties that are in violation of the city's building code.

Measuring the Impact of Operation Weed & Seed on Crime

One of the goals of Operation Weed & Seed is to reduce illicit drug activity and violent crime in the targeted neighborhoods. The following section provides a detailed quantitative analysis of illicit drug and crime trends in Wilmington's Weed & Seed target area to determine whether Weed & Seed narcotics enforcement and community policing efforts were effective at disrupting the area's open-air drug markets and reducing the incidence of violent crime.

The level of illicit drug activity will be measured using two indicators. The first indicator is the number of drug related calls for service that residents of the area made to the police department. Depending on the circumstances, a change in the volume of drug related calls that police receive from an area can be either positive or negative. An increase in drug related calls can be caused by an actual increase in illicit drug activity or may simply indicate that residents are becoming more confident that the police will actually respond to their complaints. A decrease in calls for service might correspond to an actual decrease in drug activity or may reflect disillusionment with the police if calls for service receive no response.

The second indicator used for this analysis is the number of drug related arrests that were made in the area. The number of arrests can be affected by a number of factors, including the amount drug activity, intensity of policing or investigative activity, or changes in police staffing levels.

Factors that can cause an increase or decrease in the number of drug related calls for service and drug related arrests can vary and are subject to different interpretations, therefore the method used for this analysis takes into account the interrelationship between calls for service and arrests. This analysis will also look at displacement of drug activity both within the target area and outside to other Wilmington neighborhoods.

In addition to the analysis of illicit drug trends in the Weed & Seed area and in Wilmington, topics to be discussed in this section include:

1. Weed & Seed Area Drug Hot Spots
2. Weed & Seed Area Shooting Incidents
3. Calls for Police Service in the Weed & Seed Area
4. Weed & Seed Area Drug Arrests
5. Journey to Crime

Illicit Drug Trends in the Weed & Seed Area

As noted in the previous section, police efforts to eradicate drug markets in the Weed & Seed area have had mixed results. After experiencing an initial period of success in 1992 and 1993, illicit drug activity resurfaced in 1994. In 1995, the drug situation in the Weed & Seed area stabilized, and more drug arrests were made as police focused on clearing area hot spots. Drug related calls for service from the Weed & Seed area were down in 1996, however, interviews with residents and community leaders suggested that the decrease did not indicate a decrease in drug activity, but instead reflected the community's discouragement because of an increase in police response time.

An analysis of drug related calls for service and drug arrest data for 1997 suggests that illicit drug activity in the Weed & Seed area remained at approximately the same level as in 1996, with no significant increase or decrease in drug related calls for service or arrests for the area overall. In 1997, calls for service drug related calls for service from the Weed & Seed increased by 6 percent, from 1,659 calls in 1996 to 1,761, and drug arrests were down by 6 percent, from 484 arrests in 1996 to 453. A more detailed analysis of the 1997 data indicates, however, that reported illicit drug activity in Browntown/Hedgeville may have been displaced to "hot spots" in the Westside/Hilltop and West Center City neighborhoods.

Table 2 displays drug related calls for police service and drug arrests for the three Weed & Seed neighborhoods. Reported drug activity was mostly restricted to Census Tracts 16, 21, 22, and 23. Combined, these four census tracts accounted for 88 percent of all drug related calls for service from the Weed & Seed area in 1997.

Drug related calls for service from the Westside/Hilltop area increased slightly (3 percent) from 981 calls in 1996 to 1,012 in 1997, however, Census Tract 22 (bounded by W. 6th Street, N. Adams Street, Lancaster Avenue, and N. Broom Street) was responsible for all of this increase. Drug related calls for service actually fell in the area's three remaining census tracts. The increase in calls from Census Tract 22 was largely caused by a tremendous increase in calls concerning 6th & Franklin Sts. (this years new "hot spot"), which alone generated 137 calls. Drug related arrests in the Westside/Hilltop area decreased for the second consecutive year, from 288 in 1996 to 261 in 1997 (-9 percent).

Of the three Weed & Seed neighborhoods, West Center City reported the most significant increase in drug activity in 1997. Drug related calls for service from West Center City rose by 30 percent, from 468 calls in 1996 to 610 in 1997. 7th & Jefferson Sts. and the adjacent corners of 7th & Wollaston Sts. and 6th & Jefferson Sts. continue to be the most reported drug "hot spot" in West Center City. Drug arrests in West Center City rose by 60 percent in 1997 after five consecutive years of decreases.

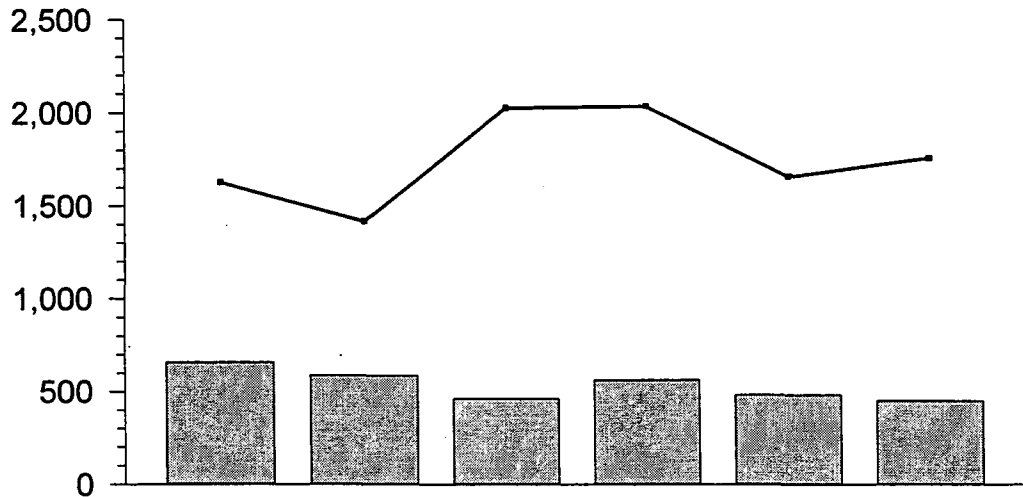
Far fewer drug related calls for service were received from Browntown/Hedgeville than from either of the other two Weed & Seed neighborhoods. 139 drug related calls for service were received from Browntown/Hedgeville in 1997, a 34 percent decrease from the 210 calls received in 1996. Calls from Census Tract 26, historically the most active drug "hot spot" in Browntown/Hedgeville, fell by 48 percent in 1997, from 150 calls in 1996 to 78. Drug related arrests in area also decreased from 103 arrests in 1996 to 43 in 1997 (-58 percent).

Weed & Seed Area - Drug Related Calls and Arrests

Reporting Area	1991		1992		1993		1994		1995		1996		1997	
	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests
1401	2	5	2	0	1	2	2	2	2	1	1	1	6	1
1402	12	6	8	3	5	3	2	4	12	9	8	4	3	6
Census Tract 14 Total	14	11	10	3	6	5	4	6	14	10	9	5	9	7
1501	3	4	3	4	1	4	0	2	3	4	3	1	3	1
1502	69	16	31	6	16	12	52	12	90	12	67	26	56	2
Census Tract 15 Total	72	20	34	10	17	16	52	14	93	16	70	27	59	3
2201	338	116	306	104	236	84	344	75	472	106	303	66	374	65
2202	207	72	432	168	342	104	428	83	294	102	242	48	274	59
Census Tract 22 Total	545	188	738	272	578	188	772	158	766	208	545	114	648	124
2301	171	71	103	26	107	29	228	33	212	51	169	59	163	67
2302	186	50	101	40	180	48	233	48	249	84	188	83	133	60
Census Tract 23 Total	357	121	204	66	287	77	461	81	461	135	357	142	296	127
Westside/Hilltop Total	988	340	986	351	888	286	1,289	259	1,334	369	981	288	1,012	261
1601	144	67	116	42	85	18	183	41	103	18	78	19	77	27
1602	258	67	117	70	245	130	332	74	257	24	241	23	322	47
Census Tract 16 Total	402	134	233	112	330	148	515	115	360	42	319	42	399	74
2101	56	46	84	40	37	27	70	11	71	18	64	16	79	23
2102	317	115	214	113	51	45	39	36	163	77	85	35	132	52
Census Tract 21 Total	373	161	298	153	88	72	109	47	234	95	149	51	211	75
West Center City Total	775	295	531	265	418	220	624	162	594	137	468	93	610	149
2501	2	6	5	3	0	2	1	1	1	6	3	5	2	1
2502	6	7	2	2	2	1	1	2	4	5	9	11	8	2
2503	3	3	0	2	1	0	4	0	2	0	3	5	0	0
2504	0	0	2	0	1	0	1	0	4	1	2	4	1	1
Census Tract 25 Total	11	16	9	7	4	3	7	3	11	12	17	25	11	4
2601	57	9	65	20	85	44	82	24	61	10	143	43	71	18
2602	18	3	6	3	4	3	2	4	5	4	7	4	7	1
Census Tract 26 Total	75	12	71	23	89	47	84	28	66	14	150	47	78	19
2701	21	2	12	1	9	1	18	3	25	7	30	9	44	5
2702	9	24	20	11	9	32	6	8	10	25	13	22	6	15
Census Tract 27 Total	30	26	32	12	18	33	24	11	35	32	43	31	50	20
Browntown/Hedgeville Total	116	54	112	42	111	83	115	42	112	58	210	103	139	43
Weed & Seed Area Total	1,879	689	1,629	658	1,417	589	2,028	463	2,040	564	1,659	484	1,761	453

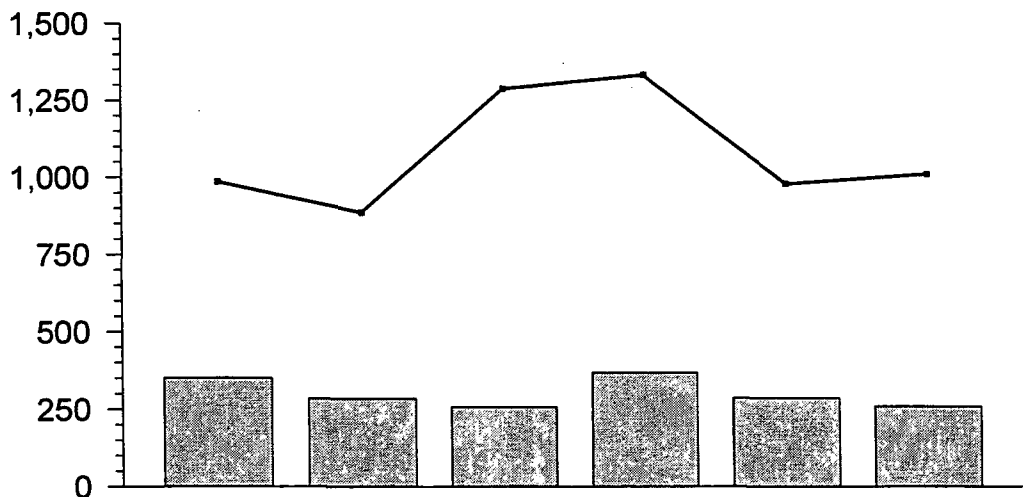
Table 2

Chart 1
Weed & Seed Area
Drug Related Calls and Arrests



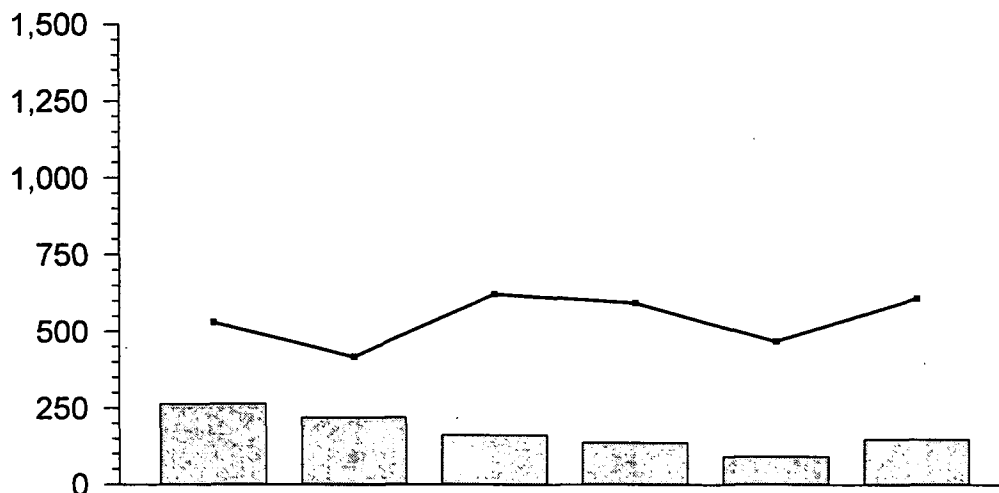
Source: Delaware SAC

Chart 2
Westside/Hilltop
Drug Related Calls and Arrests



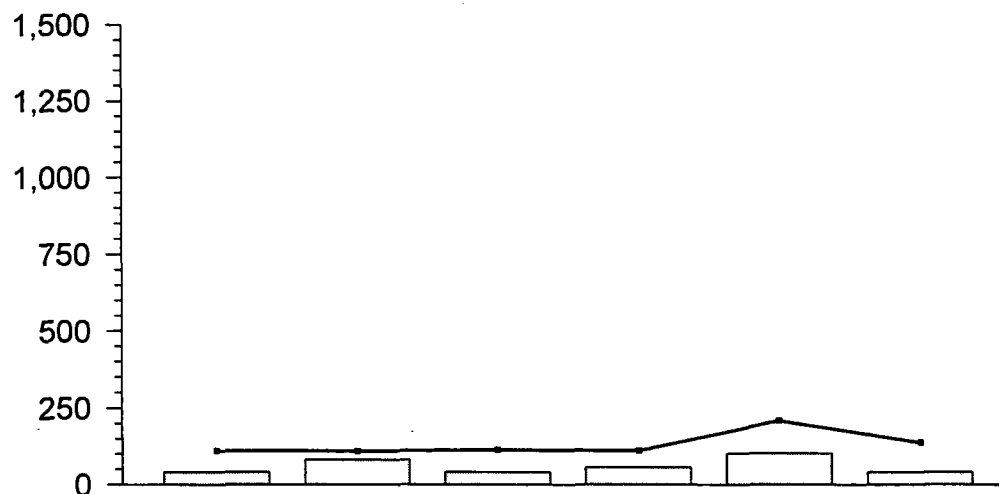
Source: Delaware SAC

Chart 3
West Center City
Drug Related Calls and Arrests



Source: Delaware SAC

Chart 4
Browntown/Hedgeville
Drug Related Calls and Arrests



Source: Delaware SAC

Weed & Seed Area Hot Spots

Drug markets in the Weed & Seed area have historically been among the most active in the Wilmington. Some of the area's drug "hot spots" are extremely persistent despite repeated attempts by the police to eradicate them while others are more prone to move. Drug users continue to patronize the area because of its reputation. Dealers, on the other hand, come because they know that it will be relatively easy to find customers. This mutual expectation by both drug dealers and their customers perpetuates and reinforces the area's reputation as a place to buy and sell drugs. During interviews, residents describe instances where they have seen police clear a drug corner, only to have the activity resurface again after a few weeks, or in some cases, the activity simply relocates a few blocks away. These observations are supported by our analysis of drug hot spots in the Weed & Seed area.

Table 3 displays the 22 most reported drug corners in the Weed & Seed area from 1992 to 1997. The hot spots grouped by proximity and the resulting groupings (clusters) are ranked by the number of drug related complaint calls that the police received about it for each year from 1992 to 1997 and the total calls received during the entire five-year period. Fourteen of the 22 hot spots are located in the Westside/Hilltop area, six are in West Center City, and the remaining two are in the Browntown/Hedgeville area.

In 1992, when Operation Weed & Seed was implemented, the most active hot spots were along N. Franklin Street between W. 2nd Street and W. 4th Street and on N. Jefferson Street between W. 6th Street and W. 7th Street. In 1993, Weed & Seed vice operations and community policing disrupted these two drug markets, although adjacent areas reported an increase in drug activity. Drug activity in the Westside/Hilltop area began to migrate west down W. 3rd Street to Rodney Street. In West Center City, drug activity at 6th & Jefferson Street was dispersed north to 7th & Washington Street and west to 8th & Monroe Street.

In 1994 drug related calls for service concerning N. Franklin Street continued to decline, however, reported drug activity at Delamore Place between W. 3rd and W. 4th Street and at 3rd & Connell Street increased significantly. It was during this period that the secondary clusters on the north side of W. 4th Street and south of Lancaster on Read Street began to establish themselves. Reported drug activity at the secondary clusters in West Center City at 8th & Monroe Street, 5th & Madison Street, and 5th & Monroe Street also escalated during this period.

The dispersion of Westside/Hilltop drug markets north towards W. 6th Street continued into 1995. In 1996, the drug market at 4th & Franklin Street began to reestablish itself and reported drug activity escalated along Read Street in the Browntown/Hedgeville area. In 1997, drug related calls for service concerning 6th & Franklin Street increased significantly as reported drug activity at surrounding corners decreased.

Map 1 shows the clustering of drug hot spots in the Weed & Seed area and illustrates how the level of drug activity within the clusters has changed over time. There are three primary clusters of drug corners in the Weed & Seed area. The most active cluster is located in the Westside/Hilltop area, and is bounded by W. 4th Street, N. Harrison Street, Lancaster Avenue, and N. Connell Street. This area was by far the most active of the three clusters before Operation Weed & Seed began in 1992. N. Franklin Street between W. 2nd Street and W. 4th

Street, 3rd & Connell Sts., and 4th & Harrison Sts. were the focus of most of the drug activity in this cluster.

The next most active cluster of hot spots, also in the Westside/Hilltop area, is located directly west of the first cluster on the other side of N. Broom Street, and is bounded by W. 4th Street, N. Rodney Street, W. 2nd Street, and N. Clayton Street. This area includes Delamore Place between W. 3rd Street & W. 4th Street, 3rd & Clayton Sts., and 3rd & Rodney Sts. Drug related calls for service from this cluster increased sharply in 1994, two years after Weed & Seed began. At least part of this increase was probably caused by displacement of drug activity from the area east of N. Broom Street.

The third most active cluster is located in West Center City in the area bounded by W. 7th Street, Washington Street, W. 6th Street, and N. Jefferson Street. Like the first cluster, this area was very active before Operation Weed & Seed began in 1992. The most reported drug corners in this area are 7th & Jefferson Sts., 6th & Jefferson Sts., and 7th & Washington Sts. 7th & Jefferson Sts. has consistently been one of the most active corners in the Weed & Seed area since 1994, when drug related calls for service concerning this corner more than doubled. The police have received more drug complaints about this corner than from any other corner in the Weed & Seed area. Drug related calls about 7th & Jefferson Sts. increased by 36 percent in 1997 after dropping by 29 percent the previous year.

In addition to the three primary clusters, there are also four secondary clusters—the area bounded by W. 6th Street, N. Vanburen Street, W. 5th Street, and N. Franklin Street, Read Street between N. Harrison Street and N. Franklin Street, W. 5th Street between N. Madison Street and N. Monroe Street, and the area surrounding the corner of 8th & Monroe Sts. Drug activity within these clusters usually escalate in tandem with nearby primary clusters.

In the past, the most active drug markets in the Westside/Hilltop area have been located on the south side of W. 4th Street. Since 1994, however, there has been a considerable increase in drug related calls concerning locations north of W. 4th Street. The number of drug related calls generated by locations in the secondary cluster on the north side of W. 4th Street is rapidly approaching a level near that of the primary clusters.

The corner of 6th & Franklin Sts. in particular generated 137 drug related calls for service in 1997, more than any other corner in the Weed & Seed area. This is significant because prior to 1997, relatively few calls were received about 6th & Franklin Street. The emergence of this new “hot spot” may be in part a result of displacement of drug activity from 6th & Harrison Sts., located one block away, or two nearby hot spots at 6th & Vanburen Sts. and Franklin & Read Sts. which both reported a substantial decrease in drug related calls in 1997.

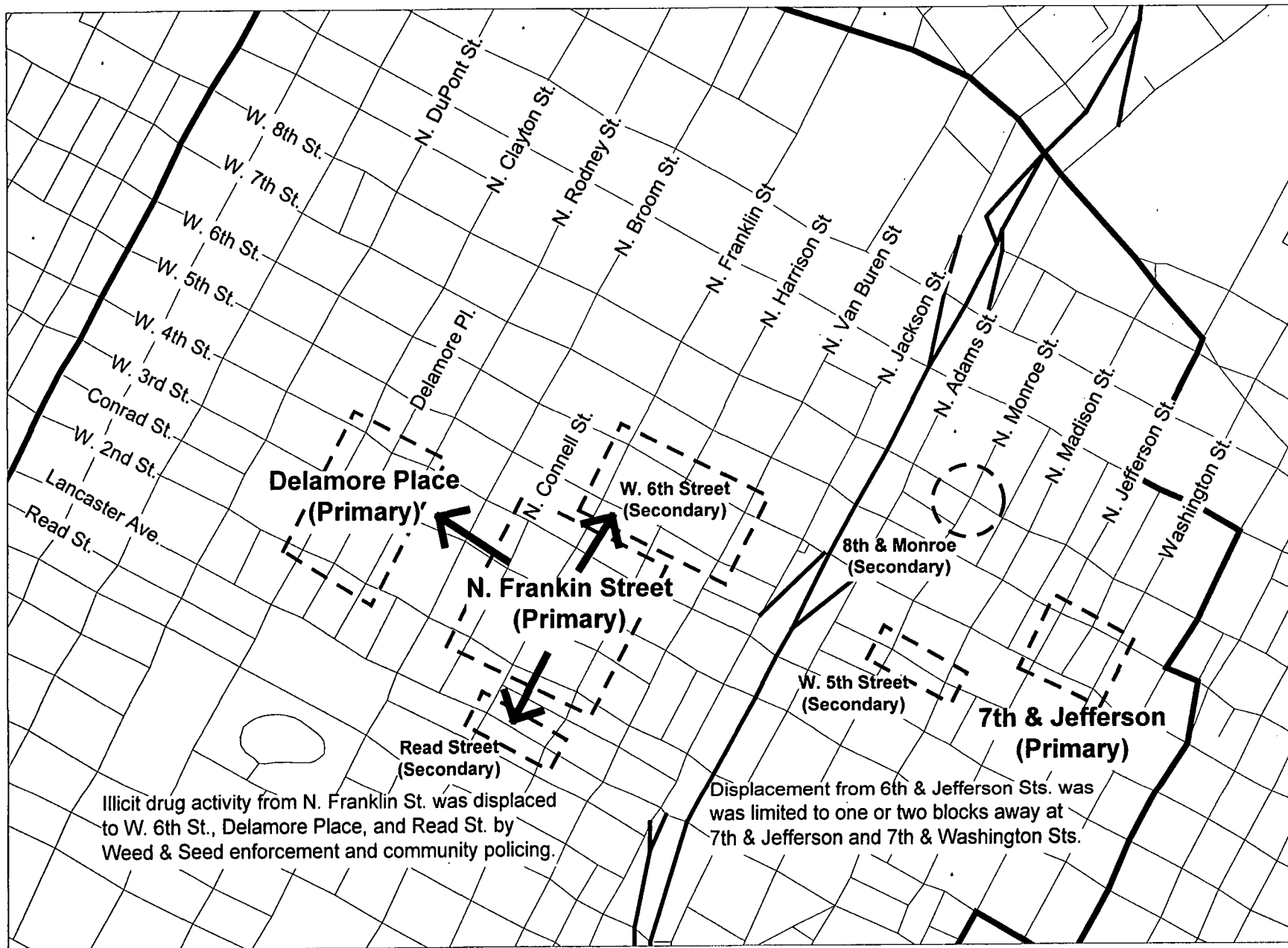


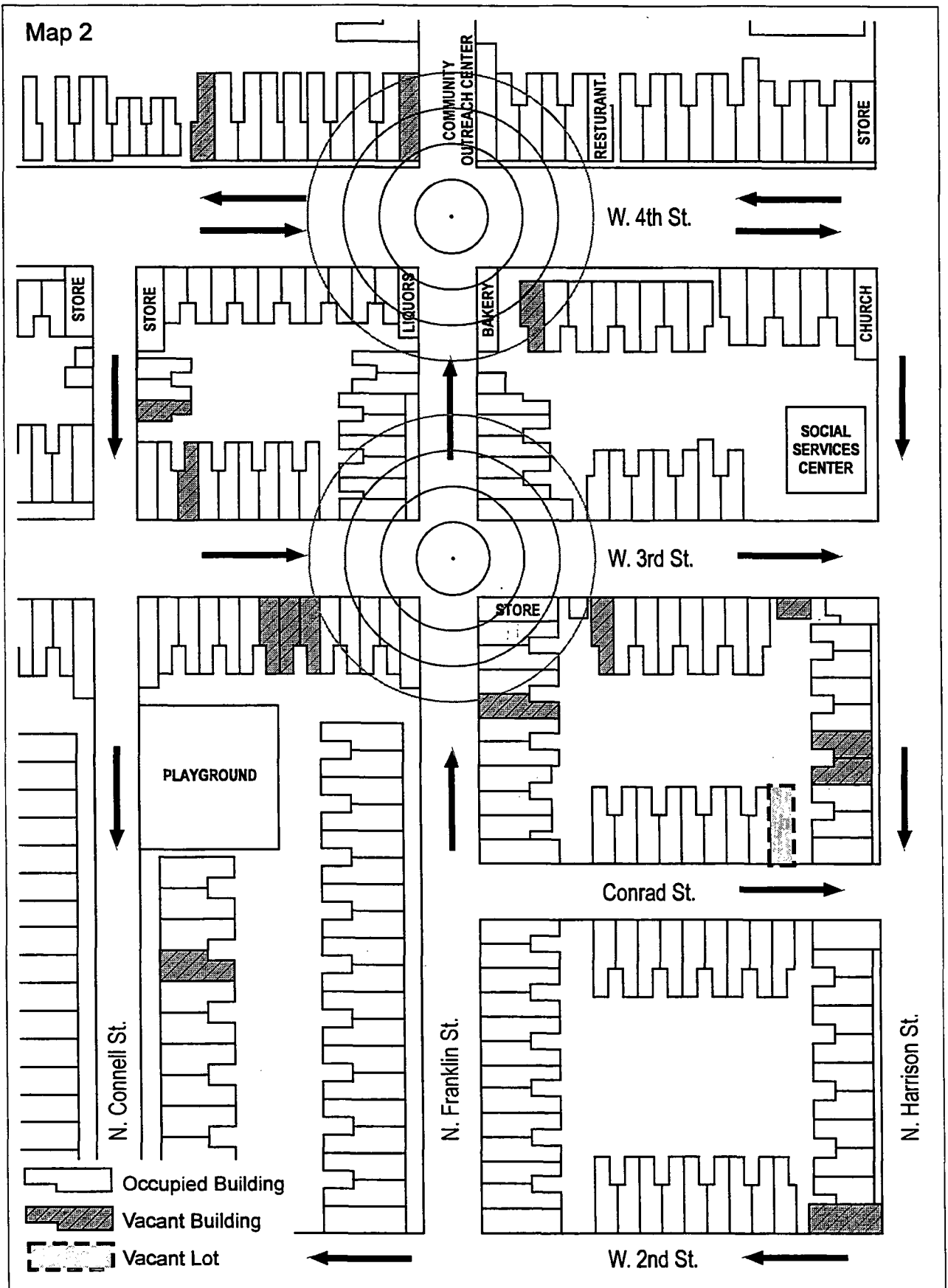
The new “hot spot” at 6th & Franklin Sts.

Weed & Seed Area Hot Spots									
Location	Type	Hot Spots	1992	1993	1994	1995	1996	1997	1992-97 Total
Westside/Hilltop N. Franklin St.	Primary	4th & Franklin Sts.	133	85	34	25	72	72	421
		3rd & Franklin Sts.	124	56	24	34	16	29	283
		3rd & Connell Sts.	29	23	88	48	6	54	248
		4th & Harrison Sts.	25	25	57	50	7	2	166
		2nd & Franklin Sts.	84	29	11	5	12	5	146
		Conrad & Franklin Sts.	52	34	12	4	1	3	106
		Total	447	252	226	166	114	165	1,370
Westside/Hilltop Delamore Place	Primary	3rd St. & Delamore Pl.	15	27	81	77	32	45	277
		4th St. & Delamore Pl.	28	34	106	44	22	15	249
		3rd & Rodney Sts.	27	82	46	36	6	6	203
		3rd & Clayton Sts.	22	14	27	77	22	7	169
		Total	92	157	260	234	82	73	898
Westside/Hilltop W. 6th St.	Secondary	6th & Franklin Sts.	2	5	42	95	43	14	201
		5th & Harrison Sts.	6	12	18	2	24	137	199
		6th & Harrison Sts.	12	7	24	59	25	10	137
		6th & Vanburen Sts.	3	4	11	54	34	7	113
		Total	23	28	95	210	126	168	650
West Center City 7th & Jefferson Sts.	Primary	7th & Jefferson Sts.	39	55	126	130	92	125	567
		6th & Jefferson Sts.	99	11	1	23	13	44	191
		7th & Washington Sts.	12	40	23	18	15	13	121
		Total	150	106	150	171	120	182	879
West Center City W. 5th St.	Secondary	5th & Monroe Sts.	34	13	20	11	19	20	117
		5th & Madison Sts.	9	4	26	24	16	36	115
		Total	43	17	46	35	35	56	232
West Center City 8th & Monroe Sts.	Secondary	8th & Monroe Sts.	26	36	79	20	13	22	196
		Total	26	36	79	20	13	22	196
Browntown/Hedgeville Read St.	Secondary	Harrison & Read Sts.	4	16	23	19	38	27	127
		Franklin & Read Sts.	12	22	19	11	35	8	107
		Total	16	38	42	30	73	35	234

Table 3

Persistence and Displacement of Weed & Seed Area Hot Spots





Westside/Hilltop Hot Spot - N. Franklin Street



The corner of 4th & Franklin Sts. in Wilmington's Westside/Hilltop area has historically been one of the city's most active drug markets.



Located one block south is 3rd & Franklin Sts., a hot spot that has seen a considerable reduction in reported drug activity since 1992.

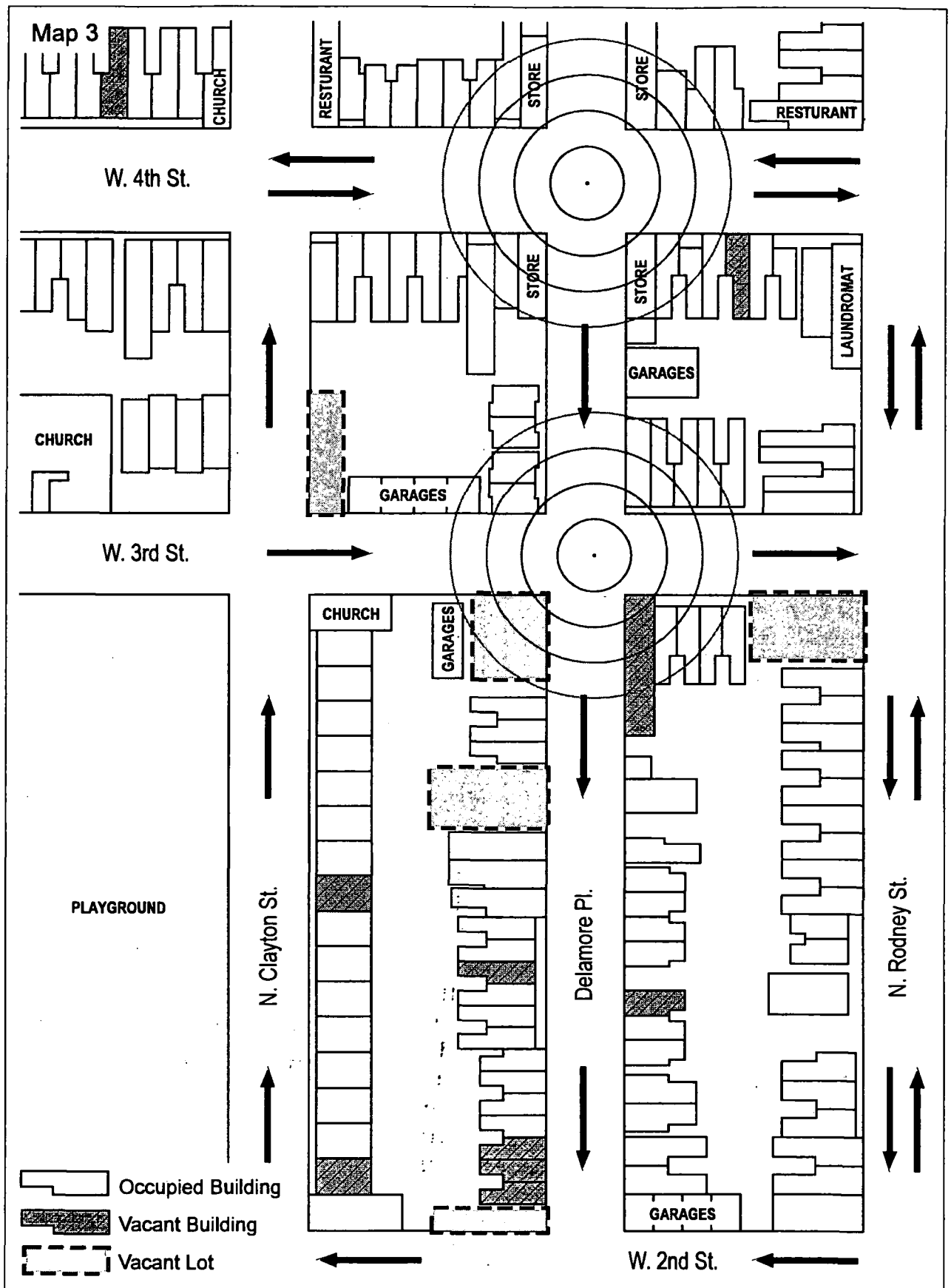


This shot was taken from the corner of 3rd & Connell Sts. looking north towards W. 4th Street. Drug activity at this location increased in 1997.



Drug related calls for police service concerning the corner of 4th & Harrison Sts. have decreased significantly since peaking in 1994.

The N. Franklin Street area encompasses some of the city's most reported drug hot spots including the corners of 4th & Franklin Sts., 3rd & Franklin Sts., 3rd & Connell Sts., and 4th & Harrison Sts. The area is mainly comprised of two and three story townhouses, many of which have been converted into apartments. Most corner buildings are used for commercial purposes. The area's main thoroughfare, W. 4th Street, has four lanes, is heavily traveled, and bisects the entire Weed & Seed area. Nearly every corner along W. 4th Street is occupied by a convenience store or a restaurant, and at the corner of 4th & Franklin is one of the area's few liquor stores. Reported drug activity in this area has dropped considerably since 1992 when Operation Weed & Seed began, however, some persistent problem areas still remain.



Westside/Hilltop Hot Spot - Delamore Place



A vacant building marks the intersection of W. 3rd Street & Delamore Place, another drug hot spot in the Westside/Hilltop area.



Drug activity at W. 4th Street & Delamore Place has waned considerably since 1994 when it generated 106 drug related calls for service.

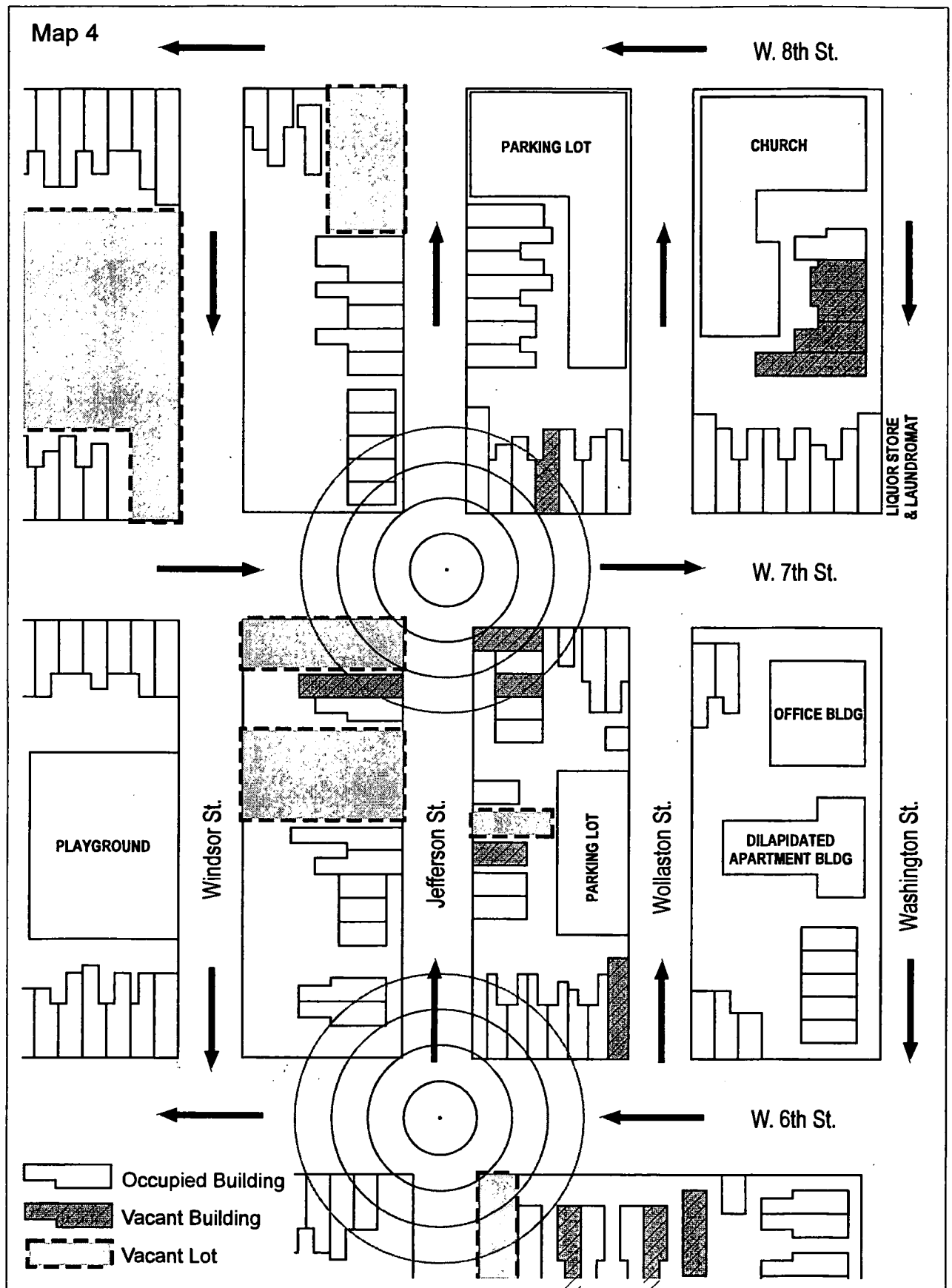


Reported drug activity at 3rd & Clayton Sts. peaked in 1995, but the corner generated only seven drug related calls for service in 1997.



The sharp increase in reported drug activity at 3rd & Rodney Sts. in 1993 may have been caused by displacement from N. Franklin Street.

The Delamore Place area is one of the most blighted sections in the Westside/Hilltop neighborhood. Intermingled with the area's residences are a number of vacant lots, boarded-up buildings, and dilapidated garages, most of the occupied buildings are not very well maintained, and the 300 block of Delamore Place is usually strewn with litter. Drug markets in this area were somewhat active before Operation Weed & Seed. In 1993, however, one year after Weed & Seed began, reported drug activity in this area increased sharply. The corner of Delamore Place at W. 3rd Street was this area's most reported drug hot spot in 1997.



West Center City Hot Spot - N. Jefferson Street



The vacant structure shown above stands at the corner of 7th & Jefferson Sts., which until 1997 was the most reported drug corner in the area.



The 600 block of N. Jefferson Street continues to be one of the most persistent drug hot spots in the West Center City area.



Wollaston Street, located between N. Jefferson Street and Washington Street, has become the subject of an increasing number of complaints.



This trash strewn, unfenced lot at 7th & Windsor Sts. typifies the blight commonly found in this part of West Center City.

The 7th & Jefferson Street area has been by far the most active and persistent drug hot spot in West Center City. This area more closely resembles the stereotypical “drug ravaged neighborhood” than any other Weed & Seed area hot spot. Within close proximity to the main drug corners are several large trash strewn lots, vacant houses, and poorly maintained occupied housing units. The corner of 7th & Jefferson Sts. had consistently generated more calls than any other drug corner in the Weed & Seed area from 1992 to 1996 until it was surpassed by 6th & Franklin Sts. in 1997. Drug activity in this area has also proven to be very persistent, with displacement being restricted to only a block or two away. The blight and neglect evident in this area is even more disturbing given that a large part of this area lies within the boundaries of the city’s Quaker Hill Historic District.

Weed & Seed Area Shooting Incidents

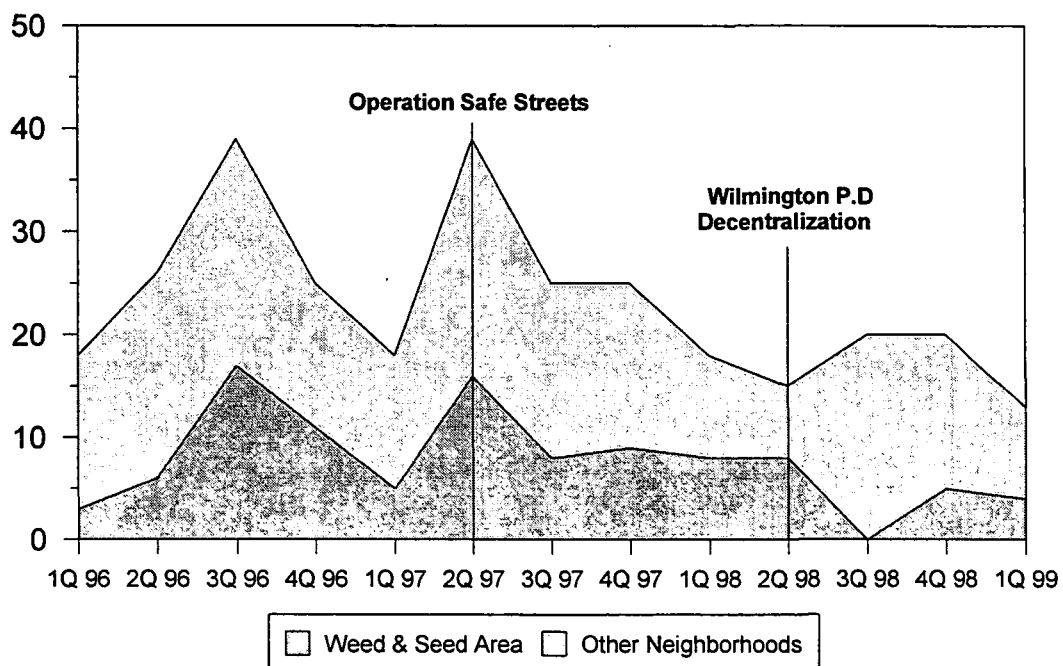
In 1996, shooting incidents in Wilmington which resulted in injury or death rose by 130 percent compared with the previous year, from 47 incidents in 1995 to 108 in 1996. A report released jointly by the Delaware Statistical Analysis Center and the Criminal Justice Council revealed that 56 percent of the shooting victims and 91 percent of the suspects had at least one violent felony arrest on their criminal record, and that 44 percent of the victims and 49 percent of the suspects were arrested at least once on drug related charges. Additionally, the police had determined that 22 percent of the shootings that occurred in 1996 were drug related and another 15 percent were possibly drug related. (DELSAC/CJC, 1997)

Shootings in Wilmington continued at nearly the same pace in 1997, when 107 shootings were recorded. In response to the alarming increase in shootings in Wilmington Governor Thomas Carper of Delaware created the "Governor's Task Force on Violent Crime" in May 1997. The end result of this collaborative effort was Wilmington's "Operation Safe Streets" initiative. Operation Safe Streets teams Wilmington police officers with State Department of Correction and the Division of Youth Rehabilitative Services probation and parole officers to target adult and juvenile probationers designated as "high risk" to ensure that they remain in compliance with curfews and other conditions of their probation. Operation Safe Streets police/probation officers teams conduct unannounced visits to the homes of targeted probationers after curfew and visit "hot spots" looking for violators. Probationers who were not at home cited for violating the conditions of their probation and are arrested once they are located.

In 1998, only 73 shootings resulting in injury or death were reported in Wilmington, a 32 percent decrease from the 1997 total. A report released by the Delaware Statistical Analysis Center entitled "The Impact of Operation Safe Streets on Shootings in Wilmington" concluded that Operation Safe Streets was an important factor in this decrease, although other concurrent crime reduction initiatives, including the Wilmington Police Department's decentralized approach to patrol services which was initiated in April 1998, also influenced the decrease in shootings as well (DELSAC, 1998). The report also correctly estimated the number of shootings that occurred in Wilmington in 1998.

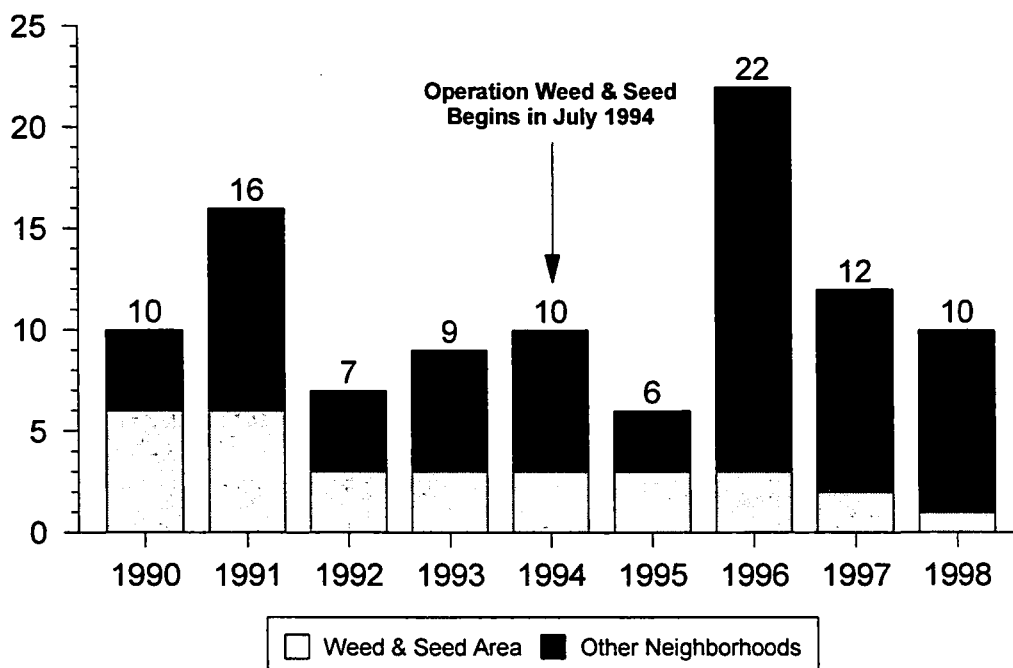
One hundred of the 301 shootings reported from January 1996 to March 1999 occurred in the Weed & Seed area (33 percent). Map 2 shows the locations of Weed & Seed area shooting incidents and their proximity to the area's 22 most reported drug corners. Table 4 shows Wilmington shooting incidents during this period broken out by neighborhood. Most of the shootings in occurred in the city's Price's Run, Westside/Hilltop, Riverside, West Center City, and Boulevard neighborhoods.

Chart 5
Wilmington Shooting Incidents by Quarter



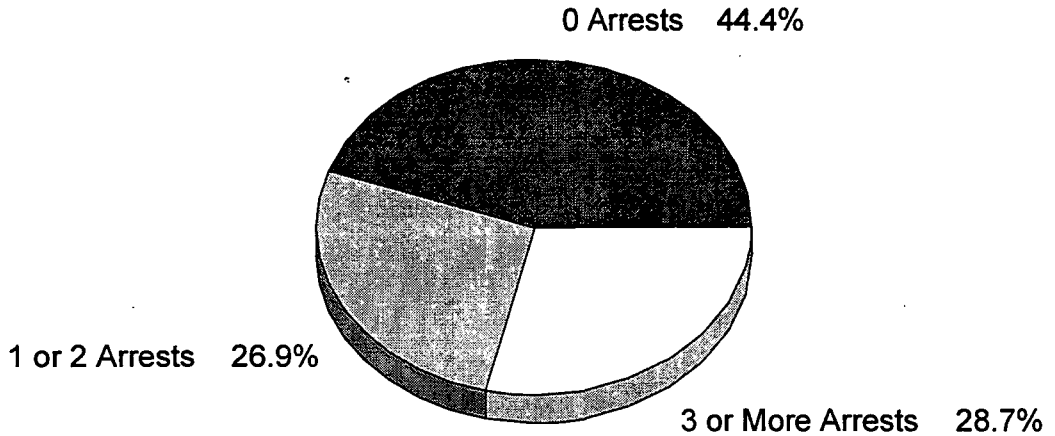
Source: Delaware SAC

Chart 6
Wilmington Homicides 1980 - 1998



Source: Delaware SAC

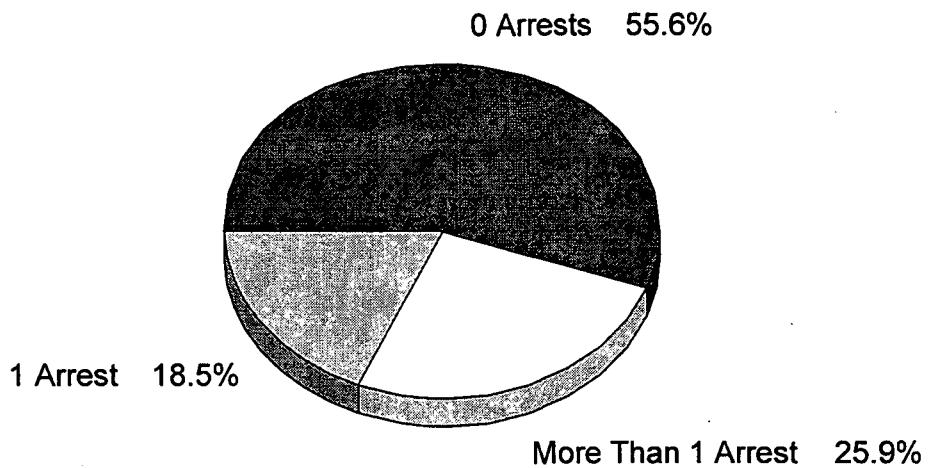
Chart 7
**Wilmington Shooting Victims in 1996
With Prior Violent Felony Arrests**



N = 108

Source: Delaware SAC

Chart 8
**Wilmington Shooting Victims in 1996
With Prior Drug Arrests**

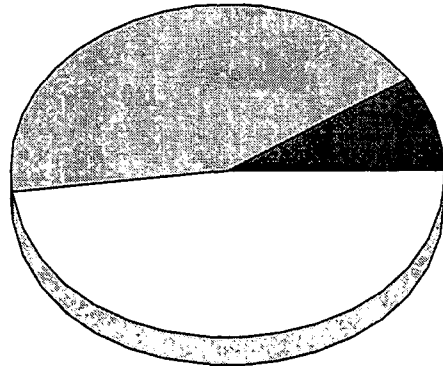


N = 108

Source: Delaware SAC

Chart 9
**Wilmington Shooting Suspects in 1996
With Prior Violent Felony Arrests**

1 or 2 Arrests 42.7%



0 Arrests 9.3%

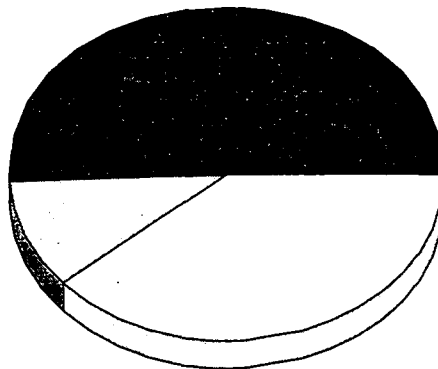
3 or More Arrests 48.0%

N = 75

Source: Delaware SAC

Chart 10
**Wilmington Shooting Suspects in 1996
With Prior Drug Arrests**

0 Arrests 50.7%



1 or 2 Arrests 10.7%

3 or More Arrests 38.7%

N = 75

Source: Delaware SAC

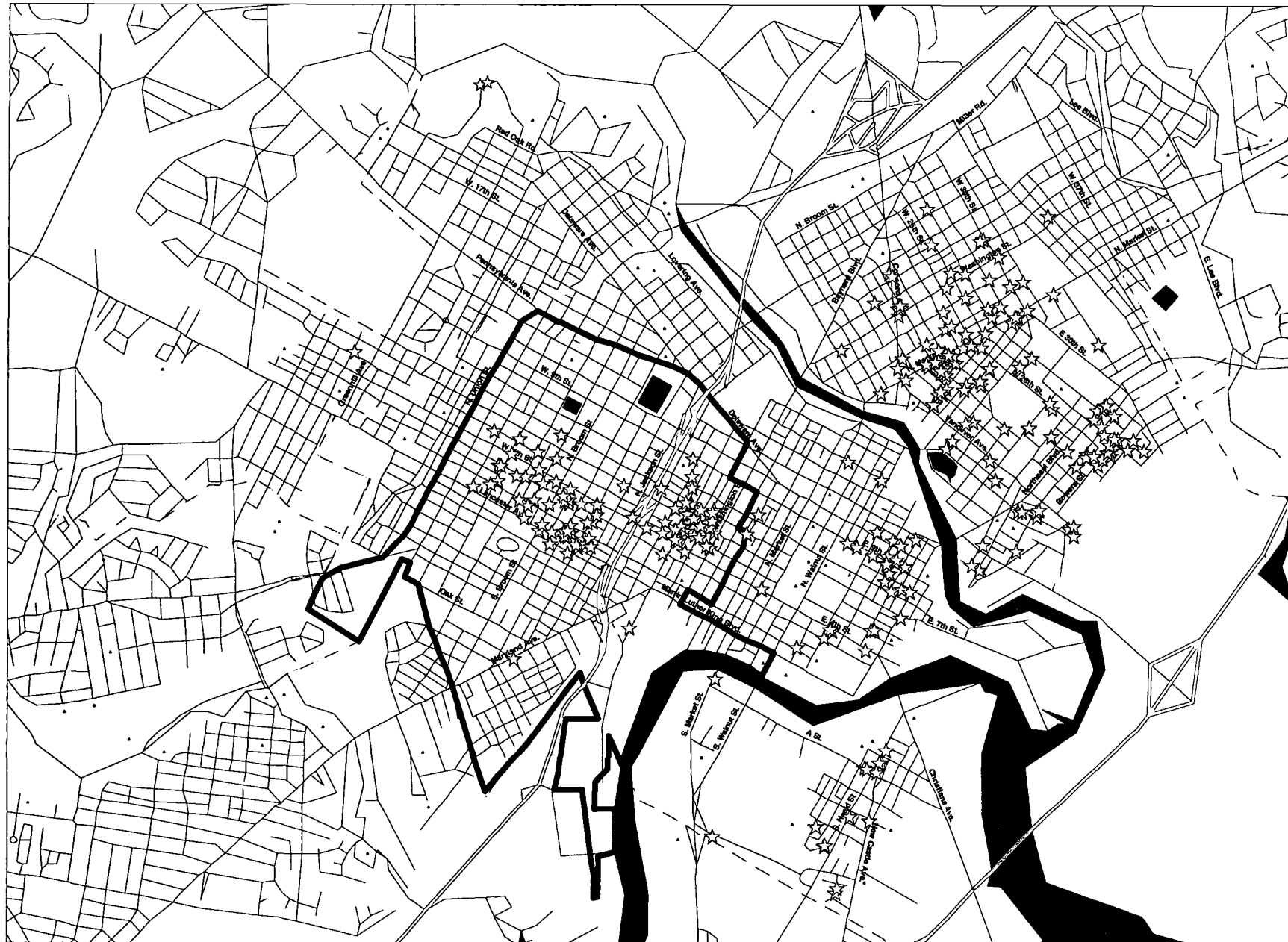
Map 5

Weed & Seed Area Shooting Incidents - January 1996 to December 1998

42



Wilmington Shooting Incidents - January 1996 to December 1998



☆ Locations of Shootings

Wilmington Shooting Incidents by Neighborhood

Neighborhood	1996		1997		1998		1st Qtr 1999		Total	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Westside/Hilltop	22	20.4%	16	15.0%	10	13.7%	3	23.1%	51	16.9%
West Center City	13	12.0%	17	15.9%	10	13.7%	1	7.7%	41	13.6%
Browntown/Hedgeville	2	1.9%	5	4.7%	1	1.4%	0	0.0%	8	2.7%
Weed & Seed Area Total	37	34.3%	38	35.5%	21	28.8%	4	30.8%	100	33.2%
Bancroft Parkway	2	1.9%	0	0.0%	0	0.0%	0	0.0%	2	0.7%
Boulevard	12	11.1%	17	15.9%	3	4.1%	2	15.4%	34	11.3%
Central	1	0.9%	0	0.0%	6	8.2%	0	0.0%	7	2.3%
Delaware Avenue	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Eastside	13	12.0%	4	3.7%	11	15.1%	0	0.0%	28	9.3%
Midtown Brandywine	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Northwest	1	0.9%	0	0.0%	1	1.4%	1	7.7%	3	1.0%
Price's Run	19	17.6%	27	25.2%	16	21.9%	5	38.5%	67	22.3%
Riverside	20	18.5%	15	14.0%	8	11.0%	1	7.7%	44	14.6%
Southwest	0	0.0%	1	0.9%	0	0.0%	0	0.0%	1	0.3%
South Wilmington	3	2.8%	5	4.7%	7	9.6%	0	0.0%	15	5.0%
Citywide Total	108	100.0%	107	100.0%	73	100.0%	13	100.0%	301	100.0%

Table 4

Ages of Wilmington Shooting Victims and Suspects - 1996 Through 1998

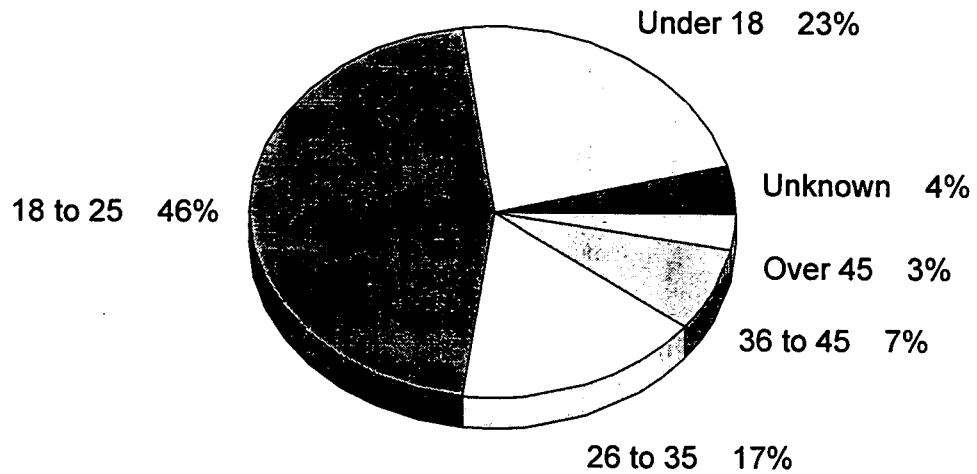
Age	Weed & Seed Area						Wilmington					
	Victim			Suspect			Victim			Suspect		
	No.	Pct.	Valid Pct.	No.	Pct.	Valid Pct.	No.	Pct.	Valid Pct.	No.	Pct.	Valid Pct.
Under 18	22	22.9%	23.9%	13	9.0%	21.0%	49	17.0%	17.8%	46	12.8%	29.1%
18 to 25	44	45.8%	47.8%	37	25.7%	59.7%	141	49.0%	51.1%	77	21.4%	48.7%
26 to 35	16	16.7%	17.4%	7	4.9%	11.3%	52	18.1%	18.8%	21	5.8%	13.3%
36 to 45	7	7.3%	7.6%	2	1.4%	3.2%	23	8.0%	8.3%	9	2.5%	5.7%
Over 45	3	3.1%	3.3%	3	2.1%	4.8%	11	3.8%	4.0%	5	1.4%	3.2%
Total Known	92	95.8%	100.0%	62	43.1%	100.0%	276	95.8%	100.0%	158	43.9%	100.0%
Unknown	4	4.2%		82	56.9%		12	4.2%		202	56.1%	
Grand Total	96	100.0%		144	100.0%		288	100.0%		360	100.0%	

Ethnicity/Gender of Wilmington Shooting Victims and Suspects - 1996 Through 1998

Ethnicity/Gender	Weed & Seed Area						Wilmington					
	Victim			Suspect			Victim			Suspect		
	No.	Pct.	Valid Pct.	No.	Pct.	Valid Pct.	No.	Pct.	Valid Pct.	No.	Pct.	Valid Pct.
Black Male	62	64.6%	67.4%	114	79.2%	83.8%	219	76.0%	78.2%	287	79.7%	90.3%
Black Female	8	8.3%	8.7%	3	2.1%	2.2%	25	8.7%	8.9%	8	2.2%	2.5%
Hispanic Male	16	16.7%	17.4%	15	10.4%	11.0%	19	6.6%	6.8%	16	4.4%	5.0%
White Male	4	4.2%	4.3%	4	2.8%	2.9%	10	3.5%	3.6%	7	1.9%	2.2%
White Female	2	2.1%	2.2%	0	0.0%	0.0%	4	1.4%	1.4%	0	0.0%	0.0%
Asian Male	0	0.0%	0.0%	0	0.0%	0.0%	2	0.7%	0.7%	0	0.0%	0.0%
Asian Female	0	0.0%	0.0%	0	0.0%	0.0%	1	0.3%	0.4%	0	0.0%	0.0%
Total Known	92	95.8%	100.0%	136	94.4%	100.0%	280	97.2%	100.0%	318	88.3%	100.0%
Unknown	4	4.2%		8	5.6%		8	2.8%		42	11.7%	
Grand Total	96	100.0%		144	100.0%		288	100.0%		360	100.0%	

Table 5

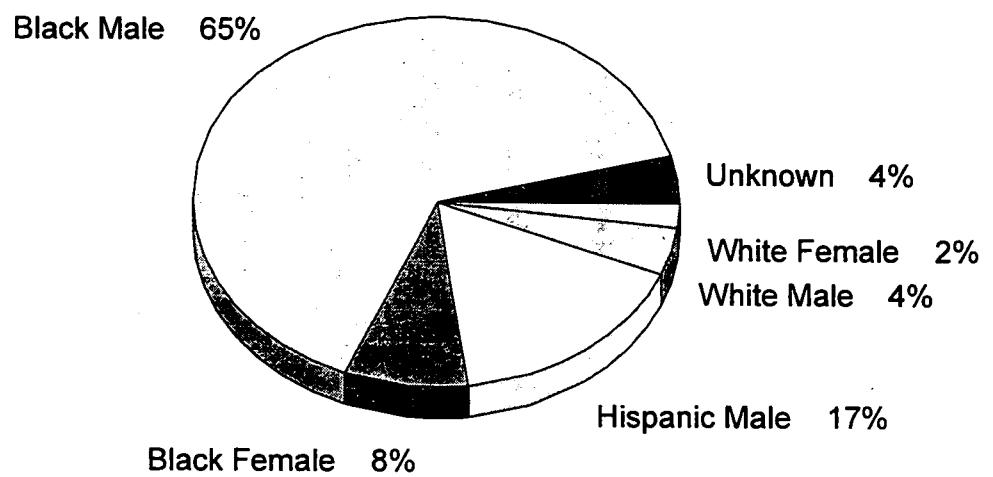
Chart 11
Ages of Weed & Seed Area Shooting Victims



N = 96

Source: Delaware SAC

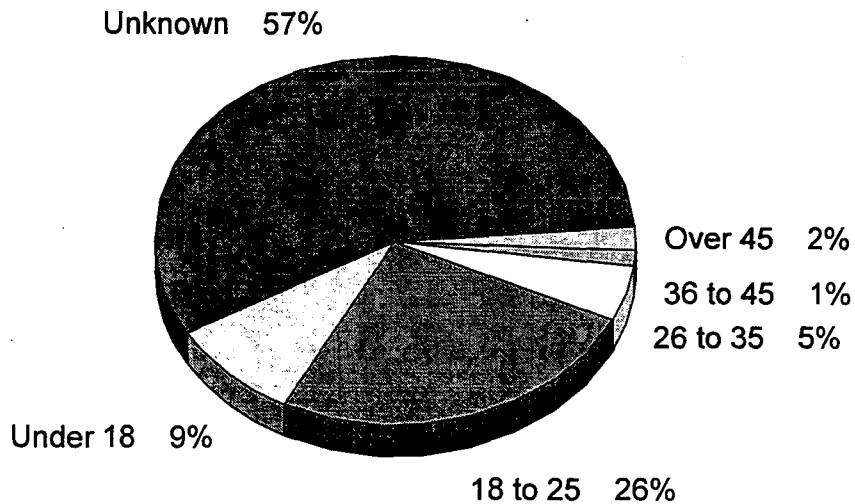
Chart 12
Ethnicity/Gender of Weed & Seed Area Shooting Victims



N = 96

Source: Delaware SAC

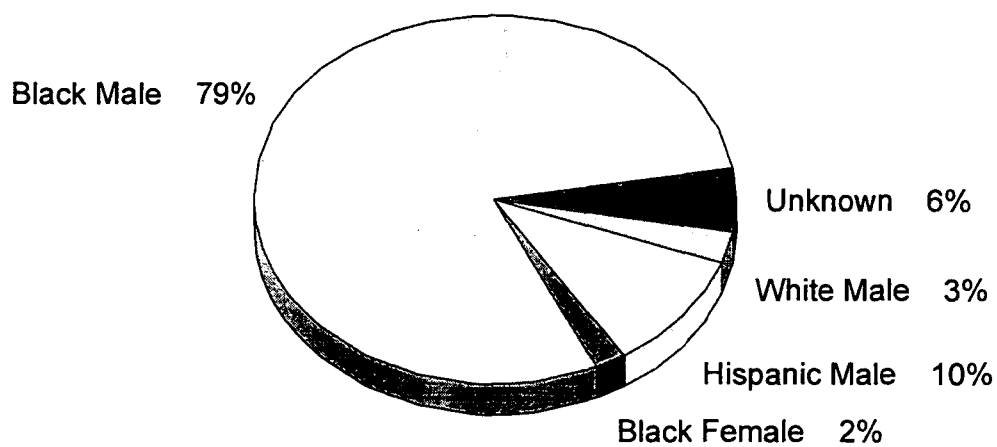
Chart 13
Ages of Weed & Seed Area Shooting Suspects



N = 144

Source: Delaware SAC

Chart 14
Ethnicity/Gender of Weed & Seed Area Shooting Suspects



N = 144

Source: Delaware SAC

Calls for Police Service in the Weed & Seed Area

Weed & Seed area calls for police service for Assault, Burglary, Drug, Homicide, Rape, and Robbery related offenses are shown on Tables 6 through 10 and Charts 15 through 22. Calls for police service for these five categories totaled 3,988 in 1997, down 2 percent from the 1996 total of 4,087 calls. Assault and robbery related calls for service from the Weed & Seed area decreased for two consecutive years since peaking in 1995. Drug and burglary related calls both increased slightly in 1997 after dropping in 1996.

The Westside/Hilltop neighborhood accounted for just over half of the 3,988 calls that were received from the Weed & Seed area in 1997 (52 percent). Drug related calls for service from the rose slightly, from 981 calls in 1996 to 1,041 in 1997 (3 percent). Of the three Weed & Seed neighborhoods, the Westside/Hilltop area had the most significant increase in burglary related calls for service, from 304 calls in 1996 to 345 in 1997—a 14 percent increase.

About 29 percent of Weed & Seed area calls for service in 1997 were from West Center City. Drug related calls for service from West Center City rose by 30 percent in 1997. Robbery, burglary, and assault related calls from West Center City fell by 12 percent, 9 percent, and 17 percent respectively.

Drug related calls for service from the Browntown/Hedgeville area fell by 34 percent in 1997, making Browntown/Hedgeville the only Weed & Seed neighborhood that reported a decrease in drug related calls for service. Assault and robbery related calls for service from were also down in 1997 and there was a slight increase in burglary related calls from the area.

Weed & Seed Area - Calls for Police Service

Code	Offense	1992	1993	1994	1995	1996	1997
105	Assault in Progress	281	224	253	274	213	164
106	Assault in Progress w/Weapon	20	12	12	12	5	10
145	Assault Investigation	1,070	954	959	1,034	975	806
146	Cutting Investigation	70	52	56	59	43	46
147	Shooting Investigation	21	22	48	46	59	41
149	Offensive Touching	123	147	207	193	174	191
	Total Assault Related Calls	1,585	1,411	1,535	1,618	1,469	1,258
110	Burglary in Progress - Commercial	38	40	26	25	23	23
111	Burglary in Progress - Residential	250	171	191	201	186	184
170	Burglary Investigation	507	548	482	586	451	484
	Total Burglary Related Calls	795	759	699	812	660	691
117	Drug Sales in Progress	1,364	1,264	1,845	1,711	1,400	1,534
190	Drug Violation	265	153	183	329	259	229
	Total Drug Related Calls	1,629	1,417	2,028	2,040	1,659	1,763
157	Homicide Investigation	1	3	4	4	4	3
130	Rape in Progress	7	1	0	4	0	1
160	Rape Investigation	27	27	21	22	21	29
	Total Rape Related Calls	34	28	21	26	21	30
125	Robbery in Progress	24	24	34	29	36	40
126	Robbery in Progress w/Weapon	8	11	13	5	15	14
165	Robbery Investigation	201	191	146	246	223	189
	Total Robbery Related Calls	233	226	193	280	274	243
Grand Total		4,277	3,844	4,480	4,780	4,087	3,988

Table 6

Westside/Hilltop - Calls for Police Service

Code	Offense	1992	1993	1994	1995	1996	1997
105	Assault in Progress	152	110	127	157	98	78
106	Assault in Progress w/Weapon	11	6	5	7	2	6
145	Assault Investigation	516	464	476	504	454	379
146	Cutting Investigation	37	27	25	30	23	26
147	Shooting Investigation	11	14	37	29	42	24
149	Offensive Touching	62	73	61	73	71	81
	Total Assault Related Calls	789	694	731	800	690	594
110	Burglary in Progress - Commercial	11	20	7	10	9	13
111	Burglary in Progress - Residential	151	84	87	87	106	96
170	Burglary Investigation	228	261	221	229	189	236
	Total Burglary Related Calls	390	365	315	326	304	345
117	Drug Sales in Progress	838	812	1,185	1,136	836	886
190	Drug Violation	148	76	104	198	145	128
	Total Drug Related Calls	986	888	1,289	1,334	981	1,014
157	Homicide Investigation	1	1	4	3	1	0
130	Rape in Progress	4	0	0	0	0	1
160	Rape Investigation	12	10	16	11	11	13
	Total Rape Related Calls	16	10	16	11	11	14
125	Robbery in Progress	10	5	16	14	20	19
126	Robbery in Progress w/Weapon	5	6	7	1	8	3
165	Robbery Investigation	105	87	84	111	107	100
	Total Robbery Related Calls	120	98	107	126	135	122
Grand Total		2,302	2,056	2,462	2,600	2,122	2,089

Table 7

West Center City - Calls for Police Service							
Code	Offense	1992	1993	1994	1995	1996	1997
105	Assault in Progress	83	69	70	78	65	47
106	Assault in Progress w/Weapon	8	3	4	4	2	1
145	Assault Investigation	329	287	267	306	250	204
146	Cutting Investigation	32	19	20	16	16	13
147	Shooting Investigation	6	7	7	14	14	12
149	Offensive Touching	36	31	97	62	41	46
	Total Assault Related Calls	494	416	465	480	388	323
110	Burglary in Progress - Commercial	11	11	5	3	4	2
111	Burglary in Progress - Residential	61	54	51	60	37	39
170	Burglary Investigation	164	165	117	220	131	115
	Total Burglary Related Calls	236	230	173	283	172	156
117	Drug Sales in Progress	449	363	571	506	407	544
190	Drug Violation	82	55	53	88	61	66
	Total Drug Related Calls	531	418	624	594	468	610
157	Homicide Investigation	0	1	0	1	1	2
130	Rape in Progress	2	0	0	4	0	0
160	Rape Investigation	10	12	5	5	6	9
	Total Rape Related Calls	12	12	5	9	6	9
125	Robbery in Progress	10	11	11	8	9	9
126	Robbery in Progress w/Weapon	1	1	3	1	4	5
165	Robbery Investigation	58	78	21	84	63	53
	Total Robbery Related Calls	69	90	35	93	76	67
Grand Total		1,342	1,167	1,302	1,460	1,111	1,167

Table 8

Browntown/Hedgeville - Calls for Police Service							
Code	Offense	1992	1993	1994	1995	1996	1997
105	Assault in Progress	46	45	56	39	50	39
106	Assault in Progress w/Weapon	1	3	3	1	1	3
145	Assault Investigation	225	203	216	224	271	223
146	Cutting Investigation	1	6	11	13	4	7
147	Shooting Investigation	4	1	4	3	3	5
149	Offensive Touching	25	43	49	58	62	64
	Total Assault Related Calls	302	301	339	338	391	341
110	Burglary in Progress - Commercial	16	9	14	12	10	8
111	Burglary in Progress - Residential	38	33	53	54	43	49
170	Burglary Investigation	115	122	144	137	131	133
	Total Burglary Related Calls	169	164	211	203	184	190
117	Drug Sales in Progress	77	89	89	69	157	104
190	Drug Violation	35	22	26	43	53	35
	Total Drug Related Calls	112	111	115	112	210	139
157	Homicide Investigation	0	1	0	0	2	1
130	Rape in Progress	1	1	0	0	0	0
160	Rape Investigation	5	5	0	6	4	7
	Total Rape Related Calls	6	6	0	6	4	7
125	Robbery in Progress	4	8	7	7	7	12
126	Robbery in Progress w/Weapon	2	4	3	3	3	6
165	Robbery Investigation	38	26	41	51	53	36
	Total Robbery Related Calls	44	38	51	61	63	54
Grand Total		633	621	716	720	854	732

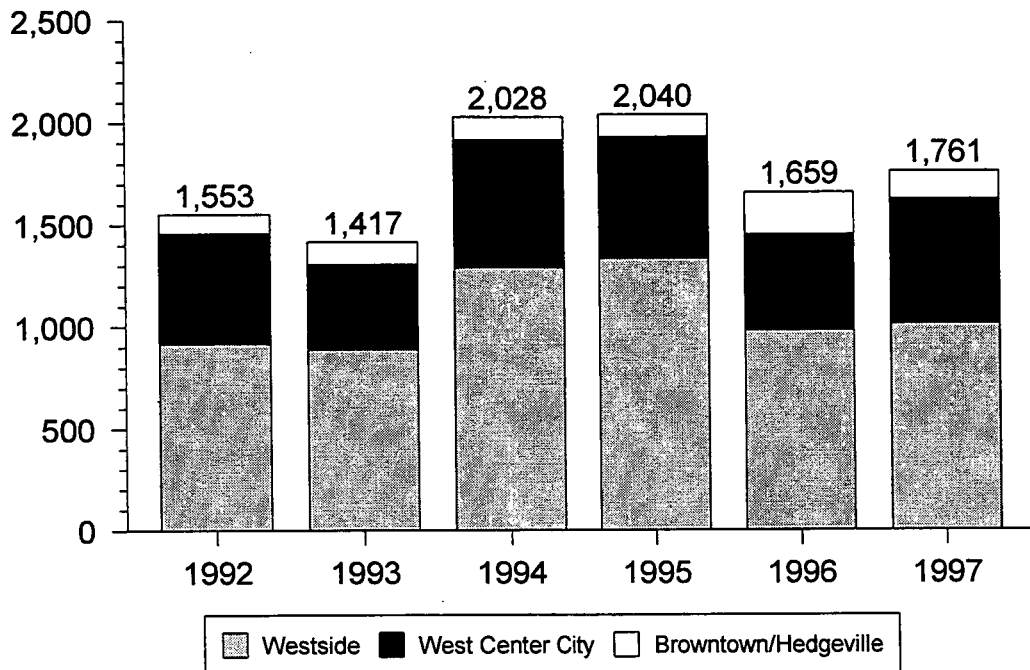
Table 9

City of Wilmington - Calls for Police Service

Code	Offense	1992	1993	1994	1995	1996	1997
105	Assault in Progress	758	588	603	593	507	379
106	Assault in Progress w/Weapon	47	32	31	35	13	23
145	Assault Investigation	2,975	2,645	2,774	2,725	2,479	2,312
146	Cutting Investigation	182	168	172	143	133	128
147	Shooting Investigation	76	84	127	110	150	139
149	Offensive Touching	372	492	637	569	536	575
	Total Assault Related Calls	4,410	4,009	4,344	4,175	3,818	3,556
110	Burglary in Progress - Commercial	157	113	135	131	104	68
111	Burglary in Progress - Residential	502	446	448	529	477	523
170	Burglary Investigation	1,489	1,519	1,422	2,019	1,579	1,411
	Total Burglary Related Calls	2,148	2,078	2,005	2,679	2,160	2,002
117	Drug Sales in Progress	2,722	2,339	3,276	3,330	2,979	3,426
190	Drug Violation	539	334	375	608	589	518
	Total Drug Related Calls	3,261	2,673	3,651	3,938	3,568	3,944
157	Homicide Investigation	5	10	11	6	18	11
130	Rape in Progress	13	8	27	9	2	6
160	Rape Investigation	78	67	61	74	63	91
	Total Rape Related Calls	91	75	88	83	65	97
125	Robbery in Progress	85	77	120	115	115	120
126	Robbery in Progress w/Weapon	19	19	31	28	29	28
165	Robbery Investigation	606	651	587	717	687	619
	Total Robbery Related Calls	710	747	738	860	831	767
Grand Total		10,625	9,592	10,837	11,741	10,460	10,377

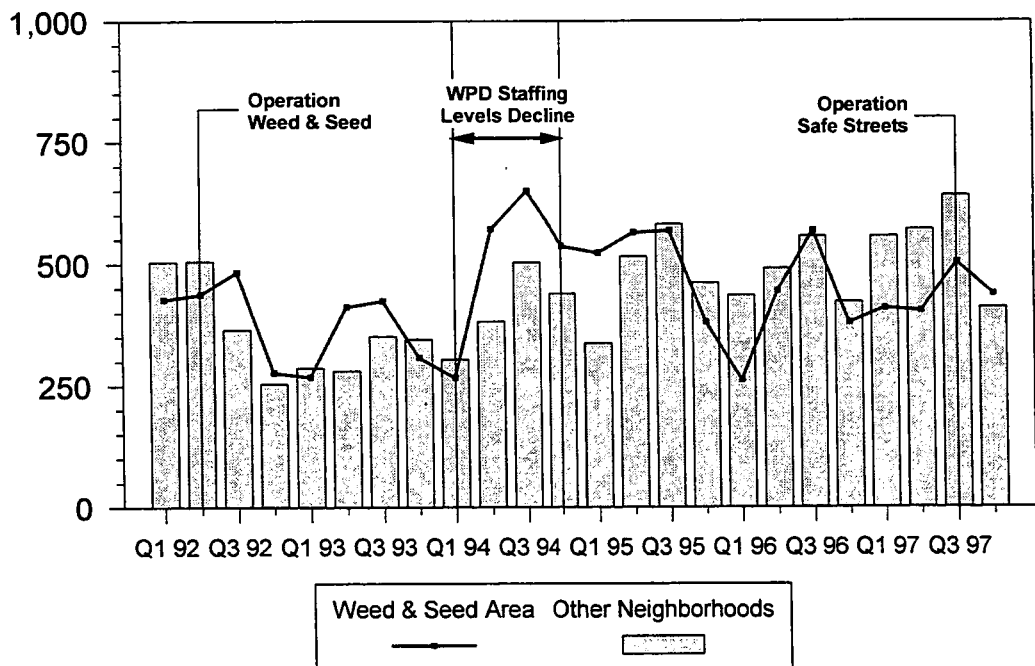
Table 10

Chart 15
Drug Related Calls for Police Service



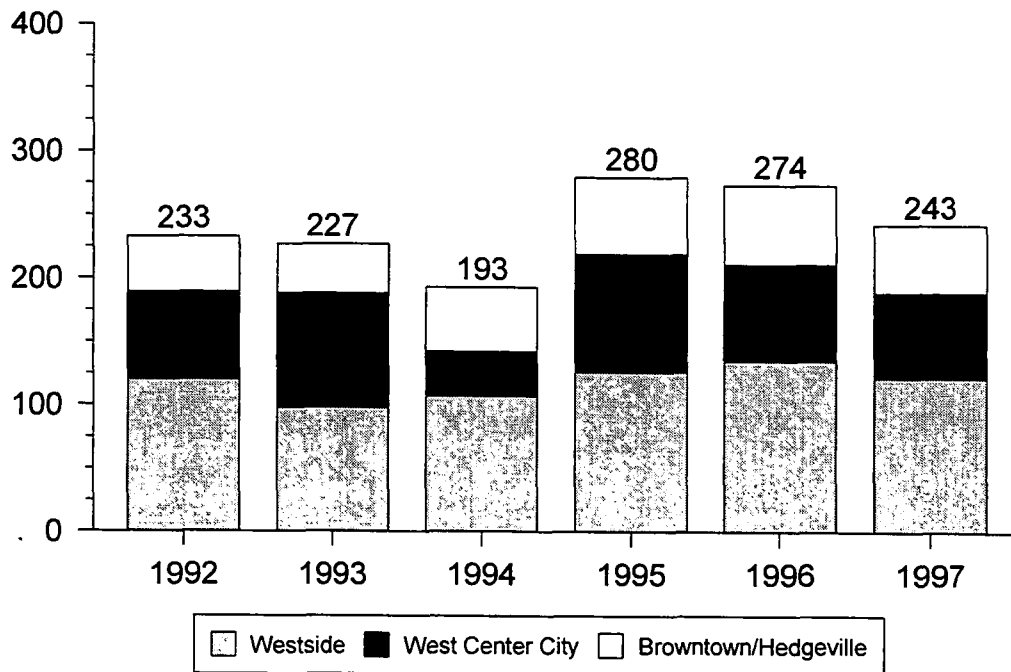
Source: Delaware SAC

Chart 16
Drug Related Calls for Police Service by Quarter



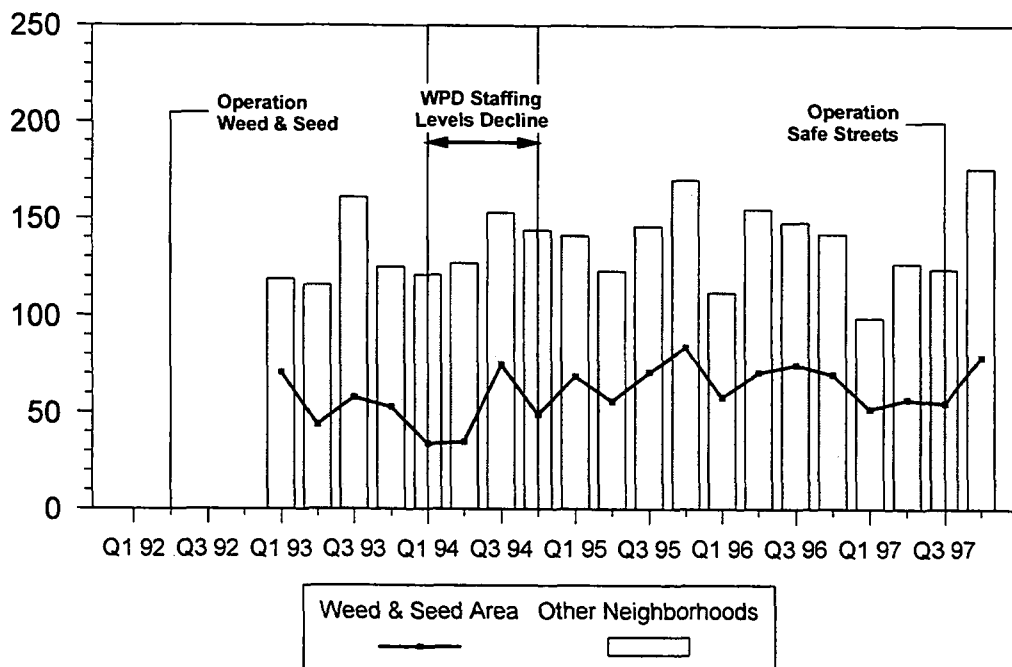
Source: Delaware SAC

Chart 17
Robbery Related Calls for Police Service



Source: Delaware SAC

Chart 18
Robbery Related Calls for Police Service by Quarter



Source: Delaware SAC

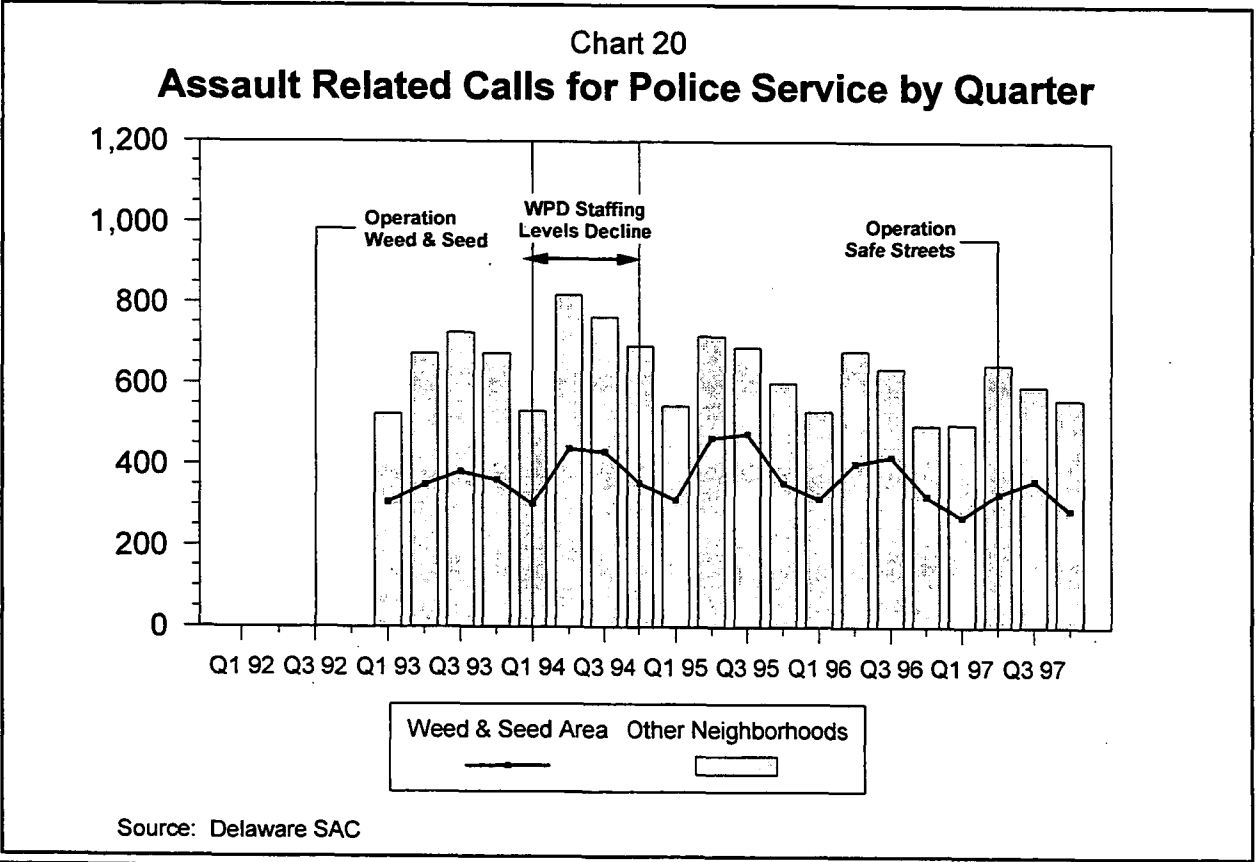
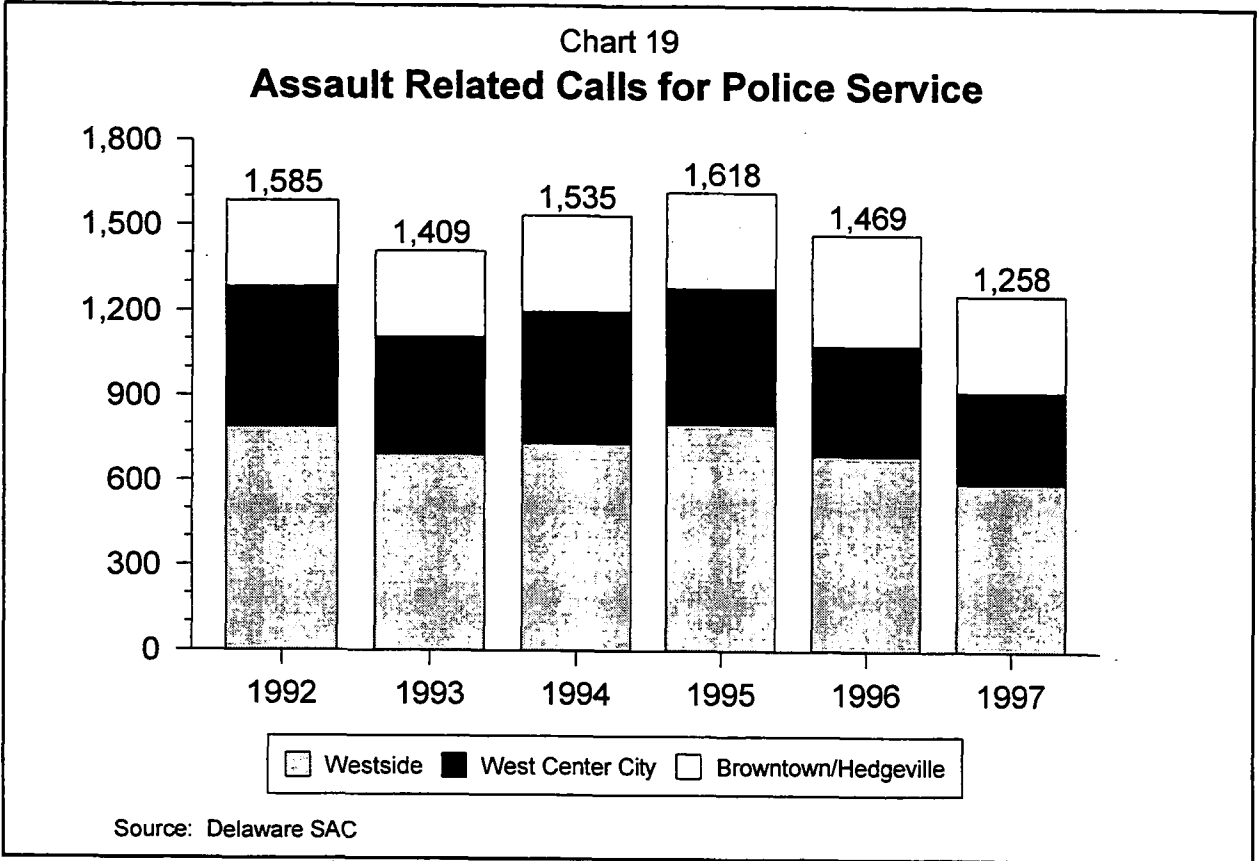
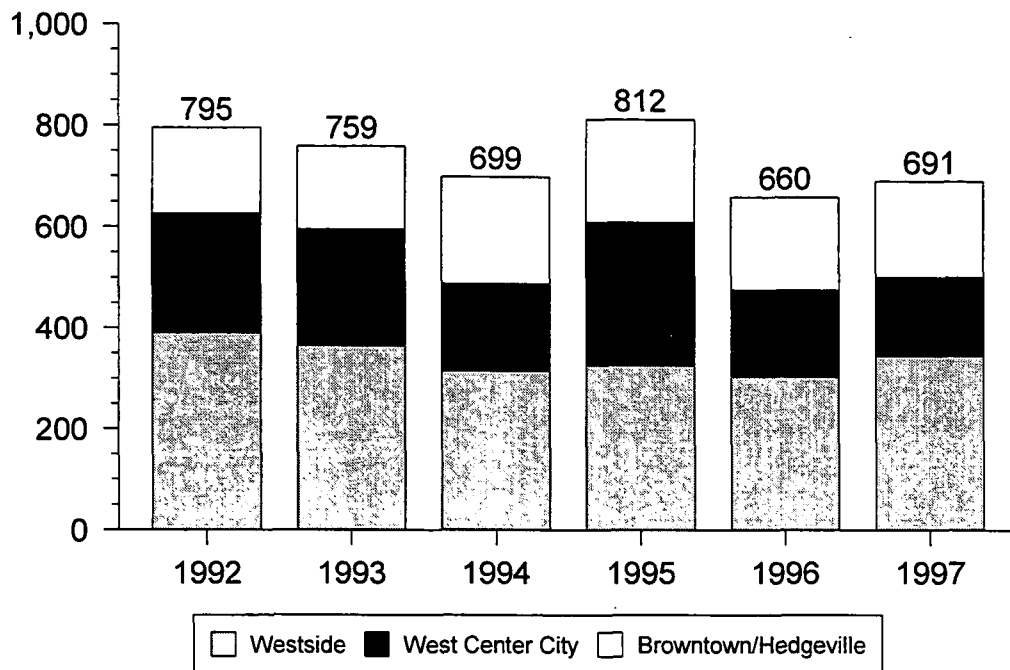
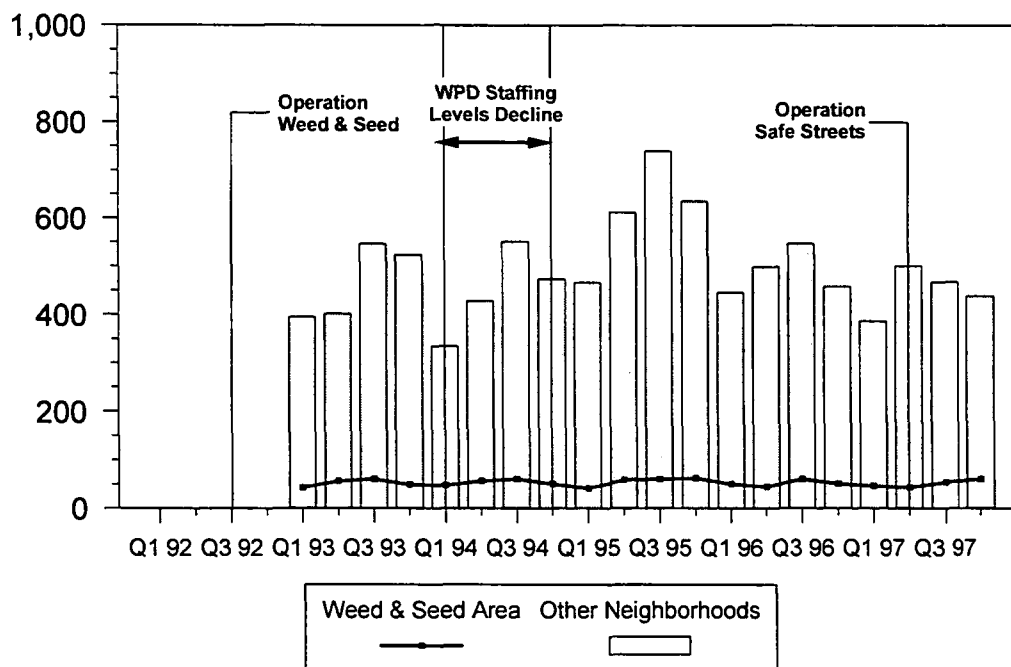


Chart 21
Burglary Related Calls for Police Service



Source: Delaware SAC

Chart 22
Burglary Related Calls for Police Service by Quarter



Source: Delaware SAC

Weed & Seed Drug Arrests

A total of 2,842 persons have been arrested on drug related charges in Wilmington's Weed & Seed neighborhoods since the program began on July 1, 1992 (Operation Weed & Seed's start date) to December 31, 1997. Drug arrests in the Weed & Seed area peaked in 1993 when 589 drug offenders were arrested. In 1997, 453 drug offenders were arrested in the area. About 45 percent of all city drug arrests in 1997 were made in the Weed & Seed area. Most of the arrests occurred in Census Tracts 22 and 23 in the Westside/Hilltop area. These two census tracts combined accounted for 56 percent of all Weed & Seed area arrests in 1997.

Compared with the previous year, drug arrests decreased slightly in the Westside/Hilltop area, from 288 arrests in 1996 to 261 in 1997 (-9 percent). Drug arrests in Browntown/Hedgeville decreased by more than half, from 103 arrests in 1996 to 43 in 1997. This decrease corresponds with a similar decrease in drug related calls for service. Drug arrests in West Center City, in comparison, increased by 60 percent in 1997, from 93 arrests in 1996 to 149 in 1997. The increase in West Center City drug arrests parallels a similar increase in drug related calls for police service from the area.

More than half of all juveniles arrested in Wilmington on drug charges in 1997 were arrested in the Weed & Seed area (52 percent). Juveniles (under 18 years old) accounted for 21 percent of all Weed & Seed area drug arrests made in 1997. Compared with the city as a whole, a higher percentage of persons arrested in the Weed & Seed area on drug related charges in 1997 were younger than 18 years old.

Sixty-nine of the 453 drug arrests made in the Weed & Seed area in 1997 were for drug trafficking. This represents about 42 percent of all trafficking arrests made in the city in 1997.

Profile of Weed & Seed Area Drug Arrests - July 1992 to December 1997

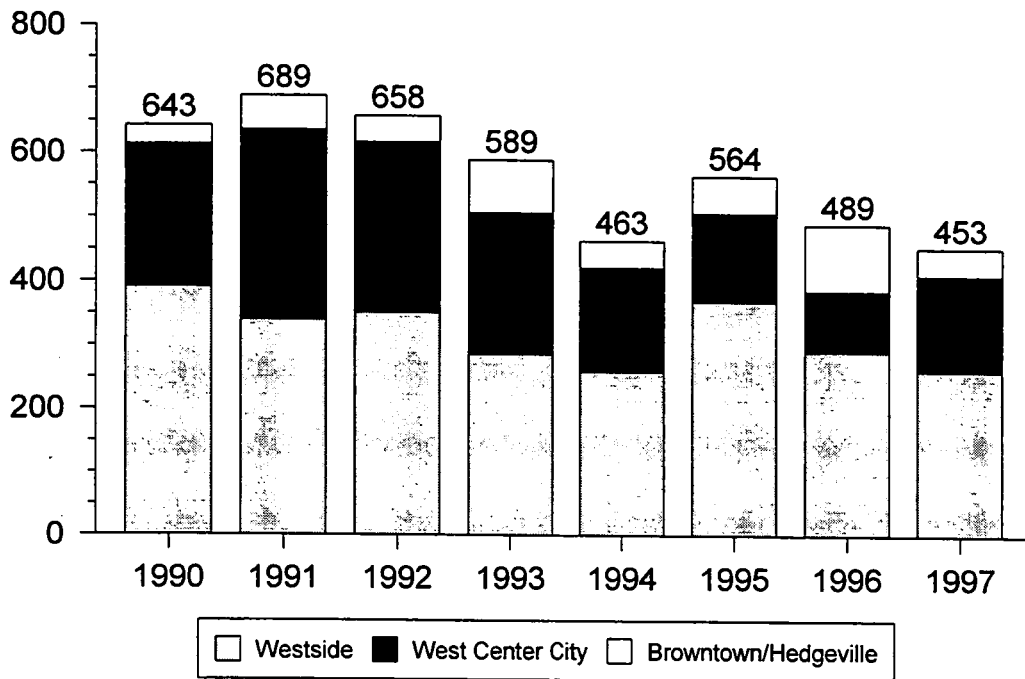
	1992		1993		1994		1995		1996		1997	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
All Drug Arrests	284	100.0%	589	100.0%	463	100.0%	564	100.0%	489	100.0%	453	100.0%
Adult Arrests	256	90.1%	492	83.5%	386	83.4%	476	84.4%	411	84.0%	359	79.2%
Juvenile Arrests	28	9.9%	97	16.5%	77	16.6%	88	15.6%	78	16.0%	94	20.8%
Black Male Arrests	187	65.8%	410	69.6%	320	69.1%	373	66.1%	283	57.9%	321	70.9%
Black Female Arrests	35	12.3%	65	11.0%	40	8.6%	57	10.1%	38	7.8%	37	8.2%
Hispanic Male Arrests	35	12.3%	81	13.8%	29	6.3%	48	8.5%	54	11.0%	58	12.8%
Hispanic Female Arrest	2	0.7%	9	1.5%	1	0.2%	4	0.7%	4	0.8%	8	1.8%
White Male Arrests	22	7.7%	20	3.4%	65	14.0%	72	12.8%	87	17.8%	21	4.6%
White Female Arrests	3	1.1%	4	0.7%	8	1.7%	10	1.8%	23	4.7%	8	1.8%
Trafficking Arrests	27	9.5%	87	14.8%	79	17.1%	70	12.4%	107	21.9%	69	15.2%

Profile of Wilmington Drug Arrests - January 1992 to December 1997

	1992		1993		1994		1995		1996		1997	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
All Drug Arrests	1,234	100.0%	1,066	100.0%	944	100.0%	1,053	100.0%	905	100.0%	1,016	100.0%
Adult Arrests	1,120	90.8%	913	85.6%	784	83.1%	854	81.1%	750	82.9%	835	82.2%
Juvenile Arrests	114	9.2%	153	14.4%	160	16.9%	199	18.9%	155	17.1%	181	17.8%
Black Male Arrests	907	73.5%	791	74.2%	731	77.4%	773	73.4%	628	69.4%	781	76.9%
Black Female Arrests	139	11.3%	133	12.5%	90	9.5%	109	10.4%	75	8.3%	96	9.4%
Hispanic Male Arrests	92	7.5%	96	9.0%	31	3.3%	53	5.0%	58	6.4%	76	7.5%
Hispanic Female Arrest	11	0.9%	9	0.8%	1	0.1%	4	0.4%	5	0.6%	9	0.9%
White Male Arrests	64	5.2%	29	2.7%	79	8.4%	97	9.2%	110	12.2%	36	3.5%
White Female Arrests	21	1.7%	8	0.8%	12	1.3%	17	1.6%	29	3.2%	18	1.8%
Trafficking Arrests	146	11.8%	194	18.2%	160	16.9%	170	16.1%	188	20.8%	166	16.3%

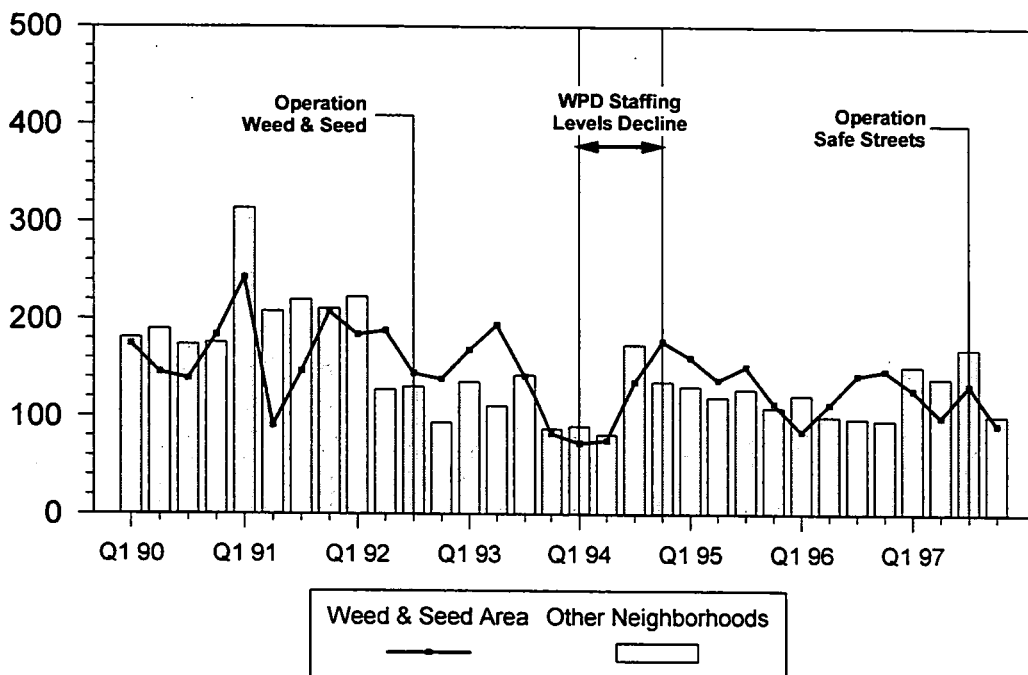
Table 11

Chart 23
Weed & Seed Area Drug Arrests



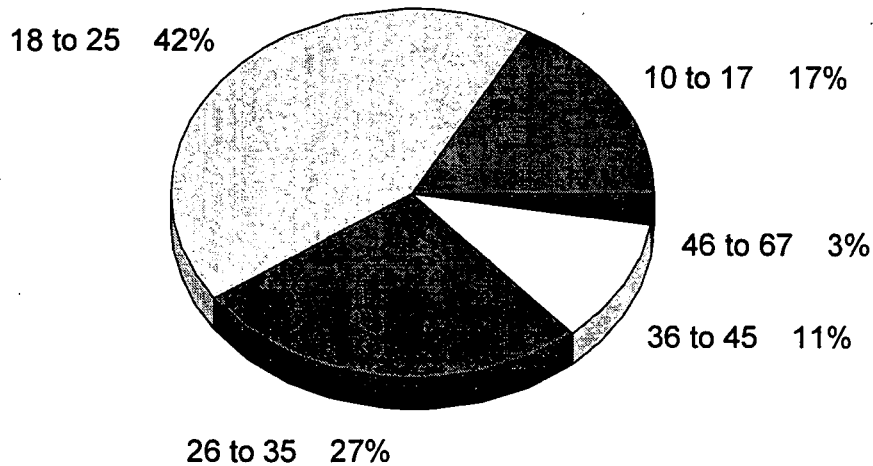
Source: Delaware SAC

Chart 24
Drug Related Arrests by Quarter



Source: Delaware SAC

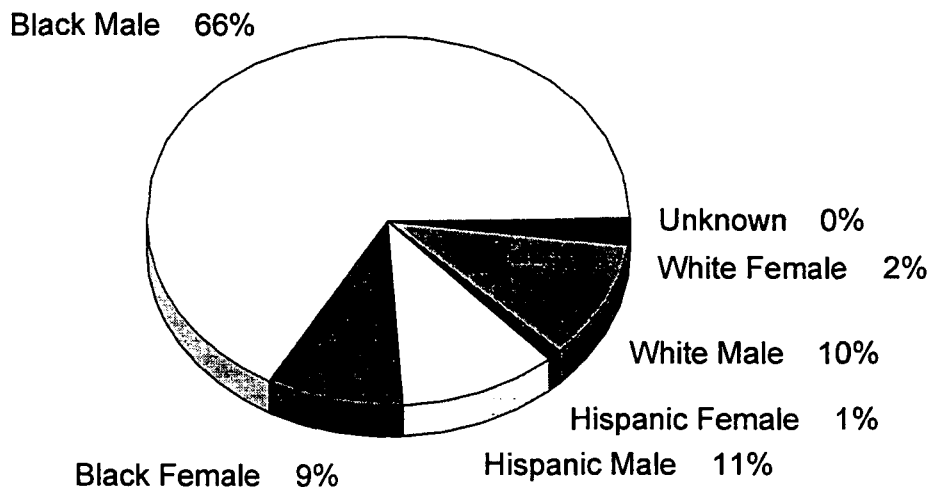
Chart 25
Ages of Weed & Seed Area Drug Arrests



N = 2,556

Source: Delaware SAC

Chart 26
Ethnicity/Gender of Weed & Seed Area Drug Arrests



N = 2,556

Source: Delaware SAC

Journey to Crime

Table 12 shows drug arrests made in the Weed & Seed area between 1993 and 1997 by neighborhood of arrest and offender home address. A total of 2,556 persons were arrested in the Weed & Seed area on drug related charges during the four year period. Of this total, 1,452 gave an address within the Weed & Seed area as their home address (57 percent). One out of every three persons arrested in the Weed & Seed area on drug charges during this period lived in the Westside/Hilltop area. West Center City residents accounted for 17 percent of Weed & Seed area drug arrests and seven percent were from Browntown/Hedgeville.

Nineteen percent of those arrested in the Weed & Seed area lived in other parts of Wilmington, mainly from the Eastside, Boulevard, and Price's Run areas. West Center City had the largest proportion of drug arrests who lived in other parts of the city. About one out of every four West Center City drug offenders arrested during this period lived in other sections of Wilmington outside of the Weed & Seed area.

Twenty-four percent of those arrested in the Weed & Seed area on drug related charges did not live in Wilmington. Residents of New Castle County (excluding Wilmington) accounted for 17 percent of Weed & Seed area drug arrests. Thirteen residents of Kent County and five residents of Sussex County were arrested in the Weed & Seed area during this period. Combined, Kent and Sussex County residents accounted for less than one percent of all Weed & Seed area drug arrests. About seven percent of those arrested in the Weed & Seed area were residents of other states. Most of those arrested from out of state were from New York City, Philadelphia, and northeastern Maryland.

Journey to Crime: Weed & Seed Arrests from 1993 to 1997

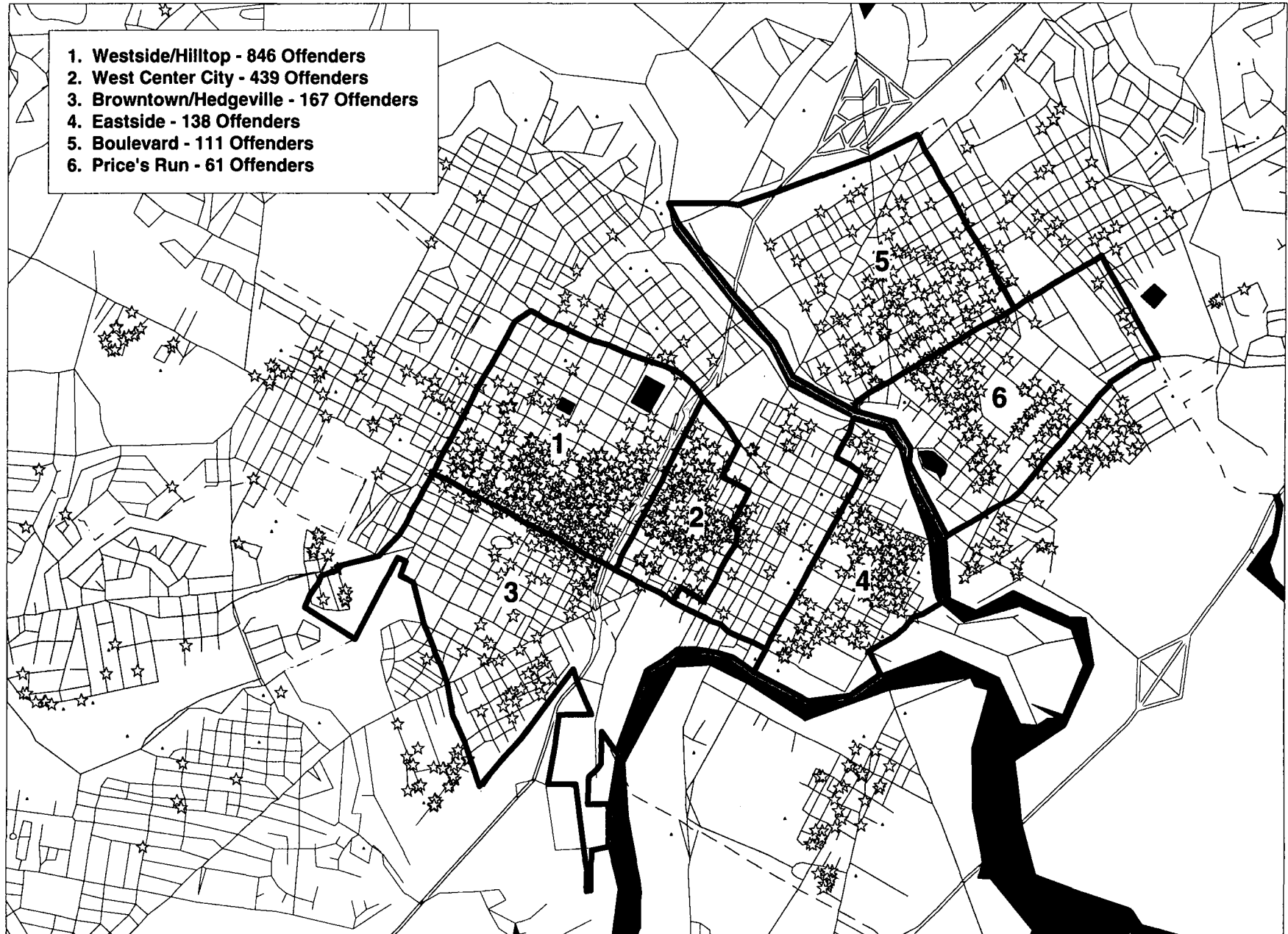
Offender's Home Address	Neighborhood of Arrest							
	Westside/Hilltop		West Center City		Browntown/Hedgeville		Weed & Seed Area Total	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Grand Total	1,465	100.0%	762	100.0%	329	100.0%	2,556	100.0%
Weed & Seed Area	885	60.4%	423	55.5%	144	43.8%	1,452	56.8%
Westside/Hilltop	706	48.2%	81	10.6%	59	17.9%	846	33.1%
West Center City	96	6.6%	328	43.0%	15	4.6%	439	17.2%
Browntown/Hedgeville	83	5.7%	14	1.8%	70	21.3%	167	6.5%
Other Neighborhoods	267	18.2%	177	23.2%	42	12.8%	486	19.0%
Bancroft Parkway	1	0.1%	0	0.0%	0	0.0%	1	0.0%
Boulevard	64	4.4%	40	5.2%	7	2.1%	111	4.3%
Central	16	1.1%	21	2.8%	1	0.3%	38	1.5%
Delaware Avenue	6	0.4%	0	0.0%	1	0.3%	7	0.3%
Eastside	66	4.5%	61	8.0%	11	3.3%	138	5.4%
Midtown Brandywine	0	0.0%	0	0.0%	1	0.3%	1	0.0%
Northwest	14	1.0%	3	0.4%	4	1.2%	21	0.8%
Price's Run	30	2.0%	24	3.1%	7	2.1%	61	2.4%
Riverside	13	0.9%	16	2.1%	5	1.5%	34	1.3%
South Wilmington	20	1.4%	9	1.2%	2	0.6%	31	1.2%
Southwest	37	2.5%	3	0.4%	3	0.9%	43	1.7%
Outside Wilmington	311	21.2%	161	21.1%	142	43.2%	614	24.0%
New Castle County	242	16.5%	112	14.7%	76	23.1%	430	16.8%
Kent County	4	0.3%	0	0.0%	9	2.7%	13	0.5%
Sussex County	4	0.3%	0	0.0%	1	0.3%	5	0.2%
Out of State	61	4.2%	49	6.4%	56	17.0%	166	6.5%
No Address Available	2	0.1%	1	0.1%	1	0.3%	4	0.2%

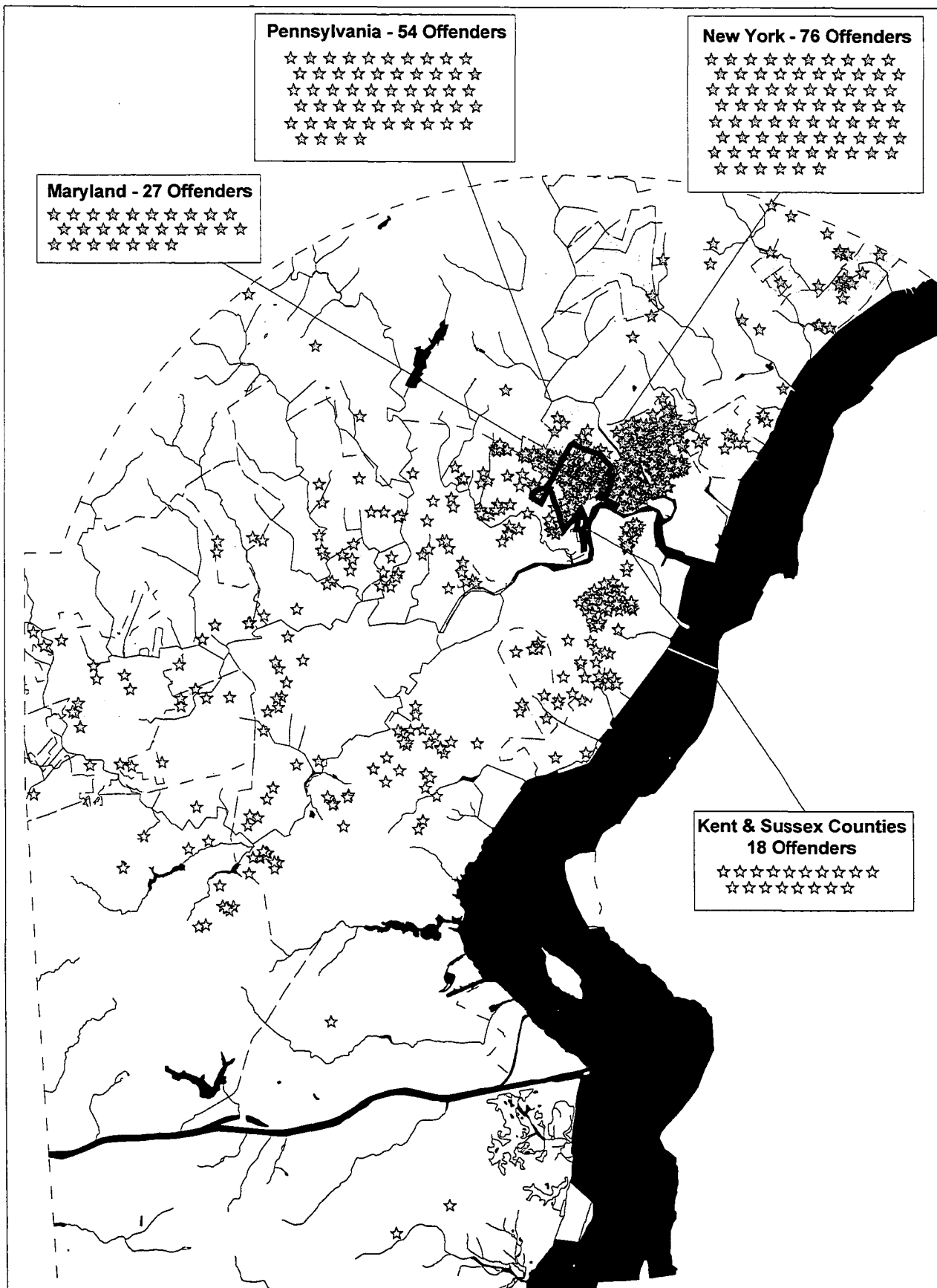
Table 12

Map 7

Journey to Crime - Weed & Seed Area Drug Arrests from 1/1/93 to 12/31/97

64





Illicit Drug Trends in Wilmington 1994 - 1997

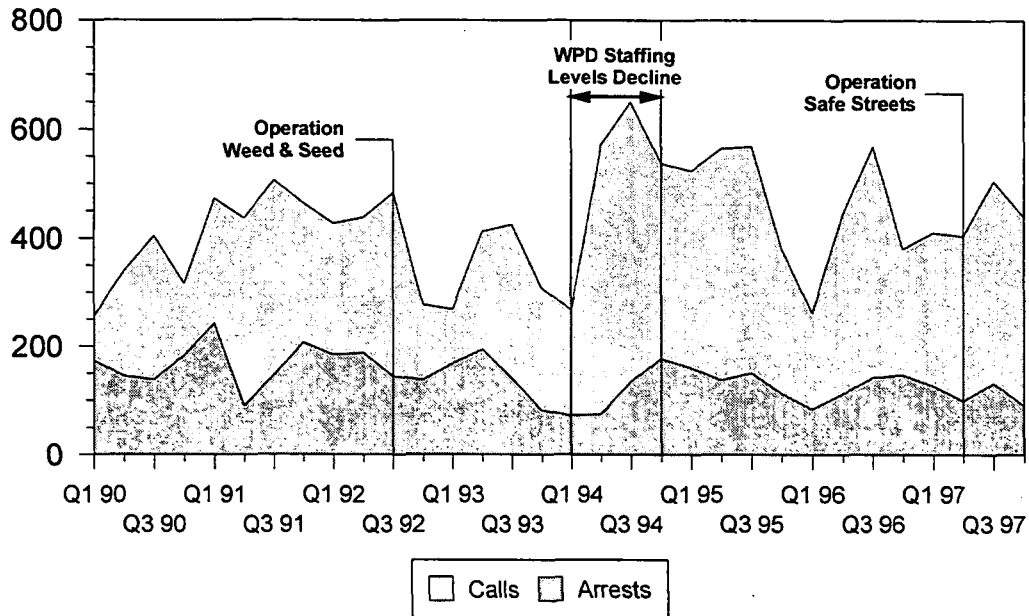
Table 13 displays drug related calls for service and drug related arrests for each of Wilmington's 15 neighborhoods. Most reported drug activity in Wilmington is restricted to five neighborhoods. The city's Westside/Hilltop, Price's Run, Eastside, West Center City, and Boulevard neighborhoods generated 90 percent of all drug related calls for service in 1997. Drug related calls for police service citywide increased by 10 percent in 1997, from 3,568 calls in 1996 to 3,941. Most of this increase was limited to the Price's Run and West Center City areas, which were the only neighborhoods that show a significant increase in reported drug activity in 1997. The number of drug related calls from most of the city's other neighborhoods remained at roughly the same levels as in 1996. The Westside/Hilltop area continues to generate more drug related calls for service than any other neighborhood, accounting for one out of every four drug related calls in 1997.

Maps 9 and 10 show how illicit drug activity in different areas of the city changed over time and how an increase in enforcement in one area can cause illicit drug activity to be displaced to other areas. A description of what each color represents is provided on page 69. This report only contains maps for 1994, 1995, 1996, and 1997. Maps showing illicit drug trends in Wilmington before 1994 can be found in previously published evaluations of Wilmington's Operation Weed & Seed.

The 1994 map shows Wilmington during the period when police department was understaffed. Illicit drug activity escalated in many of Wilmington's neighborhoods. All five "Saturated" areas were in the Weed & Seed neighborhoods—three in the Westside/Hilltop area and two in West Center City. Illicit drug activity also escalated in the Eastside, Price's Run, Boulevard and Riverside neighborhoods in 1994. The 1995 maps show the effect of the police department's intensified efforts at suppressing the city's drug trade. Drug related arrests rose in the Price's Run, Riverside, South Wilmington and Westside/Hilltop neighborhoods. Drug related calls for service from these areas increased as well. In the Weed & Seed area, drug arrests increased in all but one reporting area that was categorized as "Saturated" in 1994. Drug related calls for service and drug arrests fell in the northern part of West Center City and in the northeastern part of Browntown/Hedgeville that borders Lancaster Avenue.

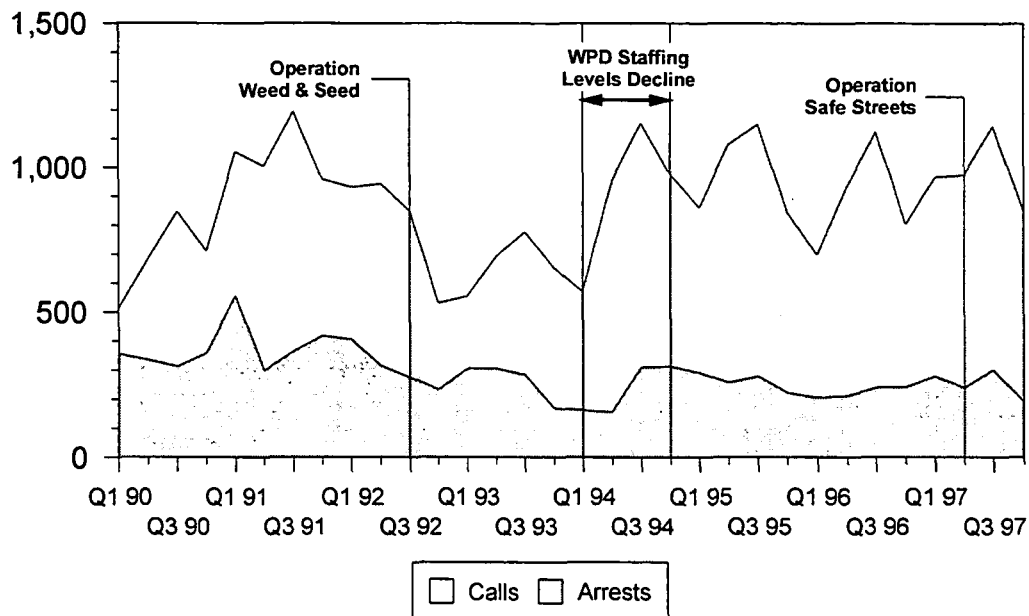
The 1996 map shows that drug related calls for police service and drug related arrests were down in three of the eight Westside/Hilltop reporting areas and in all four West Center City reporting areas. For the second consecutive year, drug related calls for service and drug arrests decreased in West Center City north of W. 6th Street. Three Westside/Hilltop reporting areas south of W. 6th Street were also in the "Good News" category in 1996. On the other side of town, reported drug activity was down in the Boulevard and South Wilmington neighborhoods but two reporting areas in Price's Run were in the "Saturated" category, meaning that drug related calls for service increased while arrests decreased. In 1997, drug activity resurfaced in the southeastern part of the Westside/Hilltop area between W. 6th Street and Lancaster Avenue and in West Center City east of N. Madison Street. The increase in drug arrests citywide is evidenced by an increase in "Hot Spot" and "Intensive Policing" zones and the absence of "Saturated" areas. The maps also show several emerging "In Transition" areas in the Browntown/Hedgeville, South Wilmington, Riverside, and Eastside neighborhoods.

Chart 27
Weed & Seed Area
Drug Related Calls and Arrests



Source: Delaware SAC

Chart 28
City of Wilmington
Drug Related Calls and Arrests



Source: Delaware SAC

City of Wilmington - Drug Related Calls and Arrests by Neighborhood

Neighborhood	1991		1992		1993		1994		1995		1996		1997	
	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests
Westside/Hilltop	987	340	986	351	888	286	1,289	259	1,333	369	981	291	1,012	261
West Center City	774	295	531	265	418	220	624	162	594	137	468	94	610	149
Browntown/Hedgeville	116	54	112	42	111	83	115	42	113	58	210	104	139	43
Weed & Seed Area Total	1,877	689	1,629	658	1,417	589	2,028	463	2,040	564	1,659	489	1,761	453
Bancroft Parkway	2	0	2	2	2	2	2	0	1	2	0	0	1	0
Boulevard	386	103	232	34	184	50	426	77	512	60	413	44	395	70
Central	45	69	27	39	39	64	28	39	25	35	28	26	43	34
Cherry Island	3	4	0	5	0	1	2	2	0	0	3	0	4	1
Delaware Avenue	26	4	7	4	5	5	9	3	6	9	6	6	4	3
Eastside	731	216	430	185	542	123	600	110	607	73	646	113	649	151
Midtown Brandywine	5	5	1	1	4	1	10	6	7	0	0	6	4	5
Northwest	26	13	11	9	21	10	22	6	19	6	14	6	13	14
Price's Run	633	253	654	169	349	120	389	169	541	202	634	151	902	178
Riverside	272	207	178	77	42	59	57	39	64	58	84	48	79	73
South Wilmington	188	62	80	48	63	37	67	27	94	37	62	5	63	24
Southwest	26	11	10	3	5	5	16	3	22	7	19	11	23	12
Citywide Total	4,220	1,636	3,261	1,234	2,673	1,066	3,656	944	3,938	1,053	3,568	905	3,941	1,018

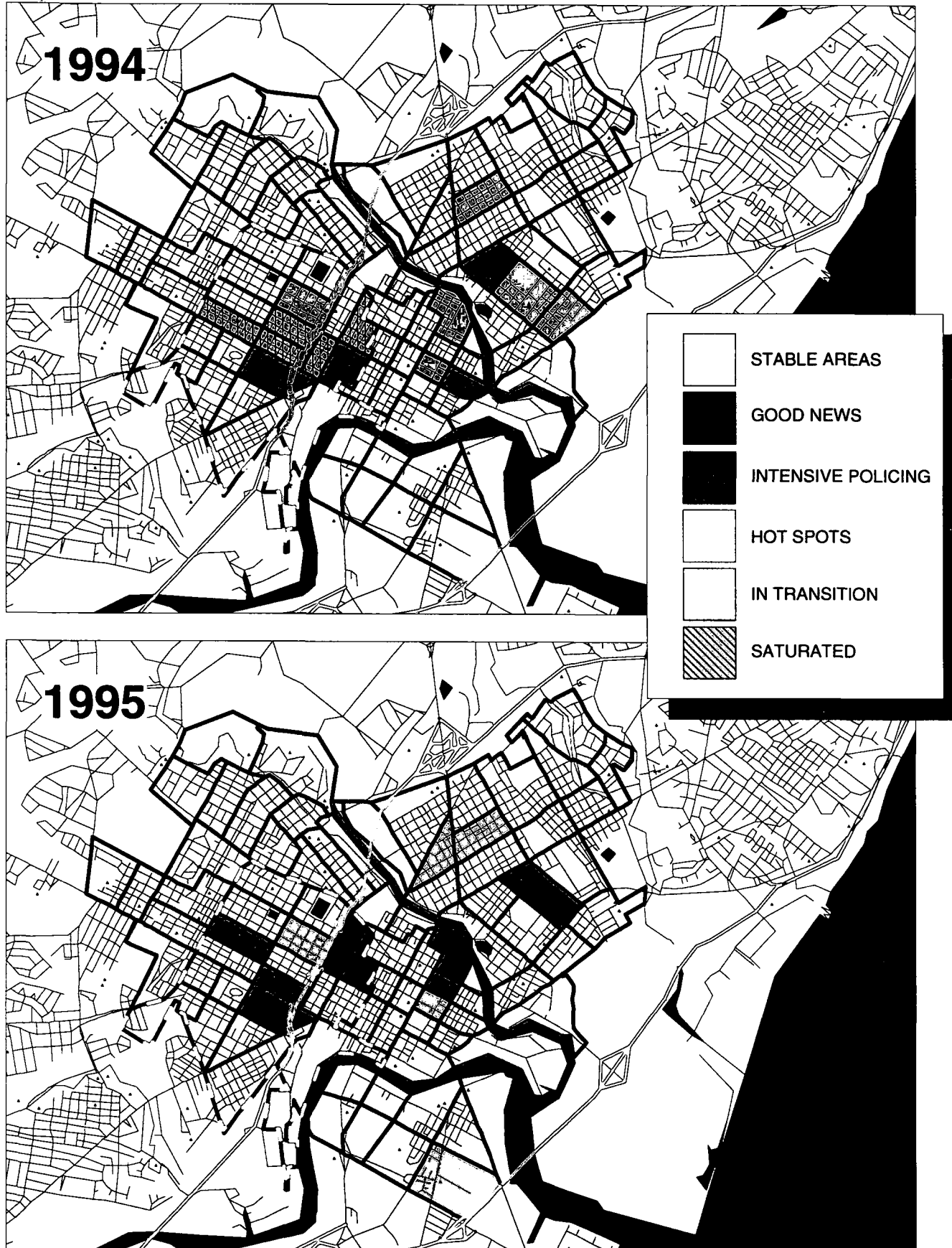
Table 13

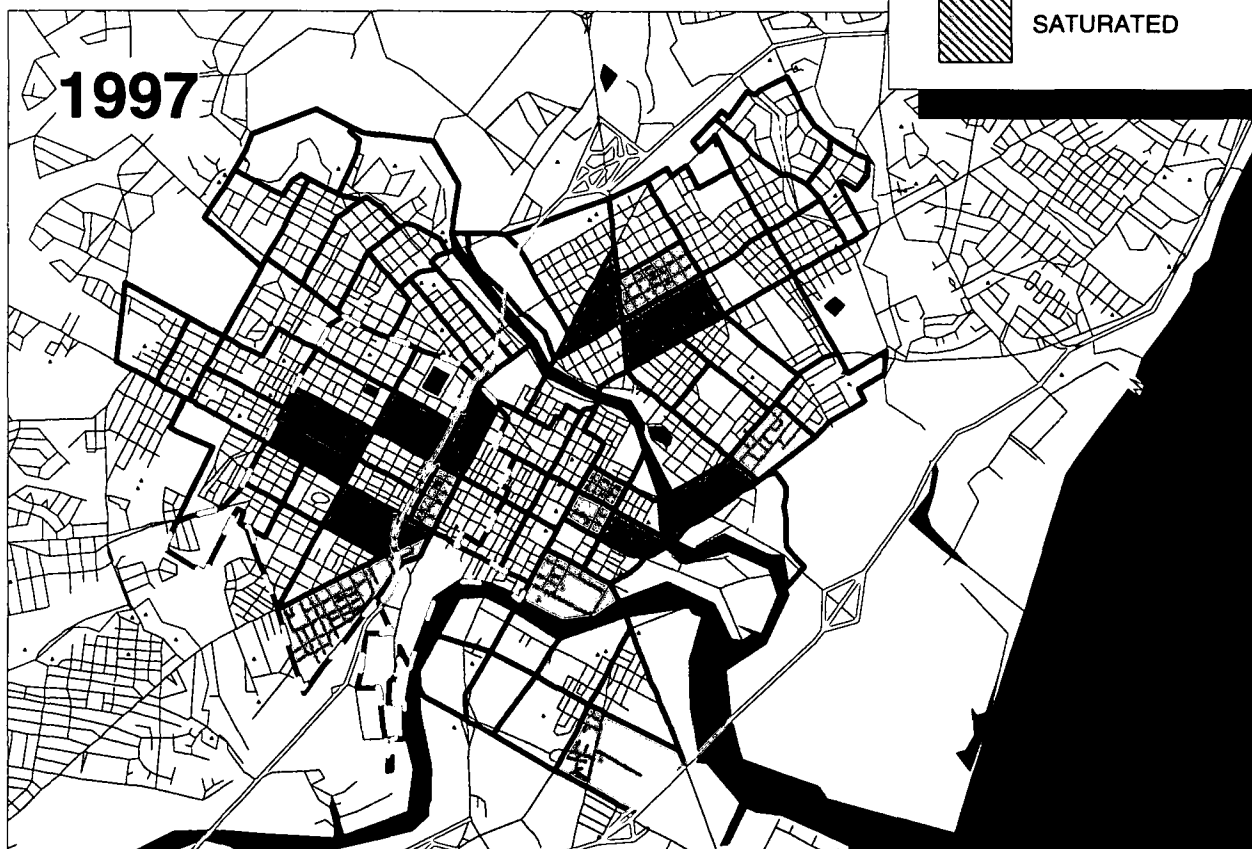
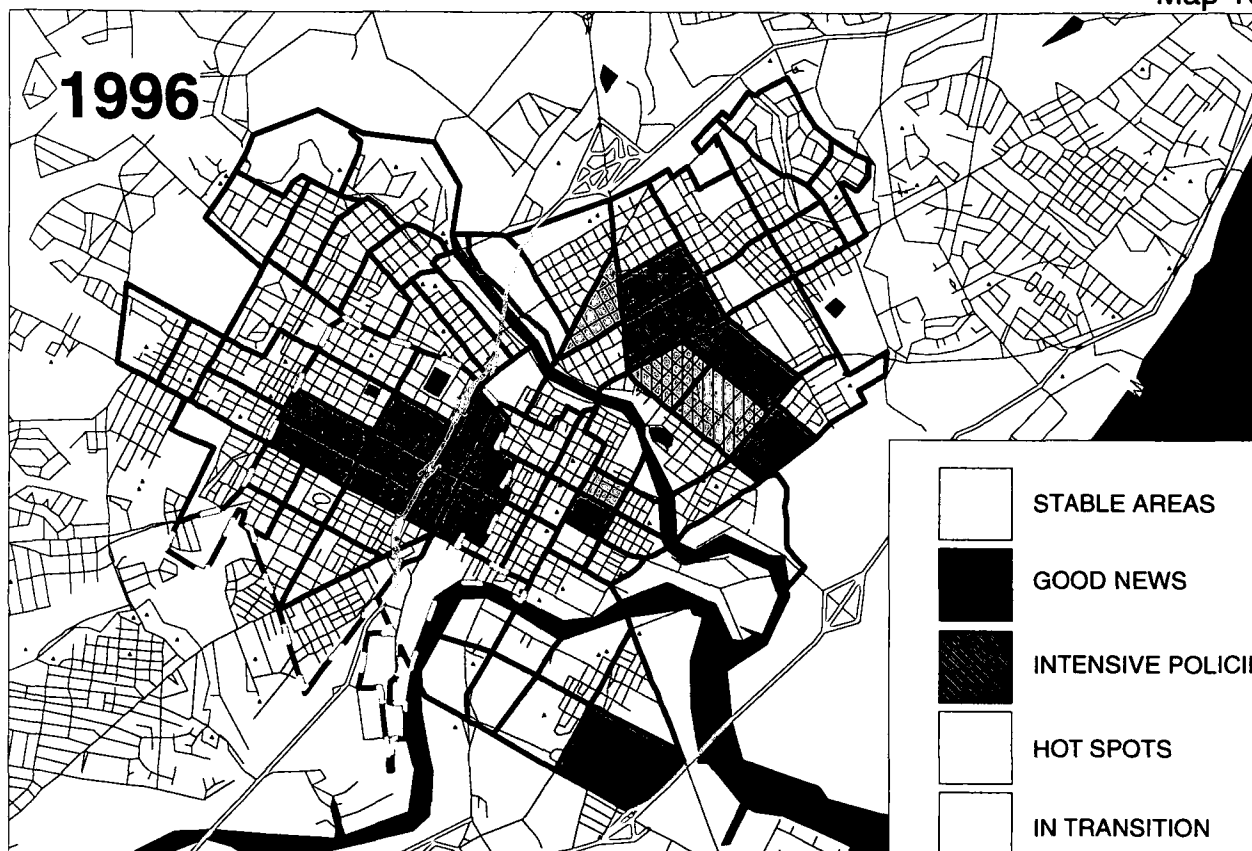
Geographic Analysis of Wilmington's Illicit Drug Markets

The following color coded maps demonstrate how illicit drug markets have been affected by various drug enforcement efforts throughout Wilmington. Each of the city's 90 reporting areas (grids) have been assigned a color which represents a category that was derived by analyzing trend data on drug related calls and arrests for each reporting area and then comparing the most recent year's trend with the previous year. Trends described by each category are explained below.

- ♦ **Stable Areas (Blue):** This category refers to reporting areas that reported 25 or fewer drug related calls and/or arrests per year during the observation period. Many of the residential areas in this category have average household incomes that are well above the city average and tend to be located on the outer perimeter of the city.
- ♦ **Good News (Green):** Areas in this category experienced a simultaneous decline or stabilization in both the drug related calls for service and drug related arrests.
- ♦ **Intensive Policing (Green/Black):** These are areas where the number of drug related arrests are relatively high compared to the number of drug related calls from the area. This may indicate that proactive measures were taken by the police to prevent displacement of drug activity from nearby areas.
- ♦ **Hot Spots (Yellow):** Areas that fall in this category experienced a simultaneous rise in both drug related calls and arrests. The "hot spot" category also includes areas where the number of drug related calls exceeded 25 per month. Most of these areas are well known illicit drug markets where police, residents and customers know that illicit drug activity occurs on a regular basis.
- ♦ **In Transition (Red):** Reporting areas in this category are best described as being "in transition". The number of drug related calls received from these areas are rising while the number of arrests remain at roughly the same level. These neighborhoods tend to lie contiguous to areas with more severe drug related problems and frequently lie adjacent to relatively stable areas on the other side. The increasing number of calls may indicate that residents are aware that the character of their neighborhood is changing.
- ♦ **Saturated (Red/Black):** This category is similar to "hot spots" in that both refer to areas with extremely high levels of drug activity. What differentiates "saturated" areas from "hot spots" is that in saturated areas the number of drug related calls continue to increase while the number of arrests decline or remain at roughly the same level as the previous year.

Map 9





Signs of Improvement in Wilmington's Weed & Seed Neighborhoods



New housing construction at 8th & Morrow Sts.



Apartment renovation at 9th & Jefferson Sts.



“Dollarland” store on Lancaster Avenue.



Renovated office building on Washington Street.



Westside Health Care building on W. 4th Street.

Shown above are some recent residential and commercial developments in the Wilmington's Weed & Seed area. The city's burgeoning economy coupled other city initiatives to increase employment in downtown Wilmington is creating a demand for housing and amenities in the central business district and surrounding neighborhoods. The West Center City area in particular stands to benefit from this trend because of its close proximity to Wilmington's central business district.

Summary and Conclusion

The information presented in this report finds that open air illicit drug sales in Wilmington's Weed & Seed neighborhoods continues despite repeated efforts to eradicate drug markets in the area. The data indicates that drug activity in the area in 1997 wasn't significantly better or worse than in 1996 and that open air drug sales continue in many of area's hot spots. Still, there are reasons for cautious optimism. In 1996 and 1997, drug related crime and shootings in Wilmington's Weed & Seed neighborhoods reached an apex. Drug and burglary related calls for service increased in 1997, but robbery and assault related calls for were down. The number of shootings decreased significantly in 1998, due in part to collaborative efforts of city, county, and state police, the partnering of Wilmington police with State probation and parole officers through Operation Safe Streets, and the Wilmington Police Department's new decentralization strategy. The city's budgetary problems have been resolved and more police are being hired with the plans to increase staffing to the authorized 289 officers.

Operation Weed & Seed in Wilmington appears to be entering a new phase with it's increased emphasis on neighborhood restoration. In light of diminishing federal funding for Weed & Seed programs, community policing, and vice operations, elements of the Weed & Seed strategy are becoming institutionalized by the city government as it takes on a greater role in providing these types of services to neighborhoods. The police department continues with it's decentralization efforts, establishing neighborhood mini-stations throughout Wilmington. The city's healthy economy combined with concerted efforts by the city government to improve the quality of life in city's neighborhoods is having a noticeable impact, not only in the Weed & Seed area but throughout Wilmington.

Many of the conditions cited by residents, community leaders, and city officials as contributing to continuing decline of the neighborhood still exist, however. Drug dealers and users from outside the neighborhood still patronize the area; absentee landlords continue to rent dwellings to drug dealers; drug use by some residents creates problems since their households often become the focus of drug activity in the neighborhood, and it usually takes just a few drug involved households on a block to make life miserable for the other residents; children of drug abusing parents often become truant and may eventually become involved in the drug trade or other illegal activities.

The Weed & Seed strategy, if implemented properly, can serve as a conduit for addressing many of these issues. Increasing the city government's role by creating a Weed & Seed Special Assistant within the mayor's office was an important first step. Ideally, this position will provide the missing piece to Wilmington's Weed & Seed effort by coordinating city services to deal with absentee landlords and dilapidated buildings, supporting and maintaining the community's morale and spirit to resist illegal drug markets and their effect on the community, and finding additional resources to continue the Weed & Seed strategy.

References

- Le'verne Cecere, Richard J. Harris, Charles Huenke, and Evelyn Scocas, *Wilmington Shootings 1996 - A Comparative Study of Victims and Offenders in Wilmington, Delaware*. Delaware Statistical Analysis Center and the Criminal Justice Council, March 1997.
- Richard J. Harris, *The Impact of Operation Safe Streets on Shootings in Wilmington*, Delaware Statistical Analysis Center, November 1998.
- U.S. Bureau of the Census. *1990 Census of Population and Housing - Wilmington, Delaware*. U.S. Department of Commerce, 1993.
- U.S. Department of Justice. *Operation Weed & Seed Implementation Manual*. U.S. Department of Justice, 1992.

Appendices

Data Sources

Data on the number of drug related arrests, drug related calls for service, and violent crime related calls for service were obtained from Wilmington Police Department records. All arrests with drug related charges were used, including those where the drug offense was not the lead charge. Information used in the drug related arrest database was compiled directly from Wilmington Police Department arrest logs, and includes the name, age, race and sex of the offender, date and location of arrest, descriptions of all charges involved in the arrest and the names of the arresting officers.

Information in the drug related calls for police service database include the type of call involved, location of the call, and the time that the call was received by police. Data on 911 calls for service were obtained from Wilmington Police Department's computer assisted dispatch (CAD) system records. Two types of calls were categorized as "drug related"—Drug Sales In Progress and Drug Violations.

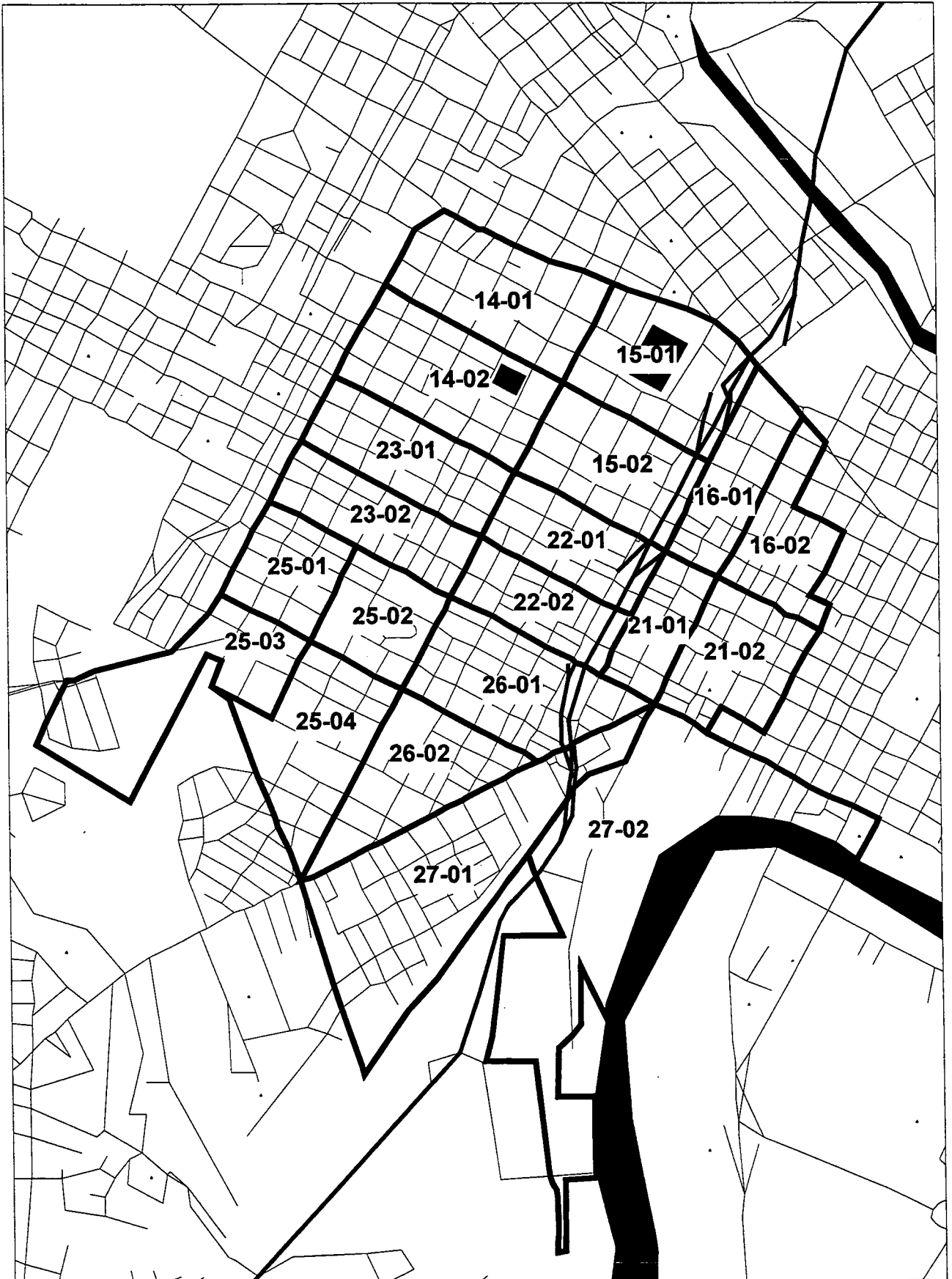
A third database of Weed & Seed arrests includes indictment and sentencing dates, disposition of arrest charges, and sentences received for convictions. The fourth database used in this analysis consists of all CAD system calls for service that relate to violent crime (offensive touching, assault, robbery, rape, homicide), incidents involving weapons (shootings, knifings), and burglaries.

In 1991, the Wilmington Police Department replaced the computerized dispatch system that was used to record data on calls for police service. CAD system data for the first four months of 1991 were lost as a result of this change. Consequently, the 1991 drug related calls for police service figures presented in this report are estimates based on weighed calculations that were derived from the eight months of data that were available (May to December 1991).

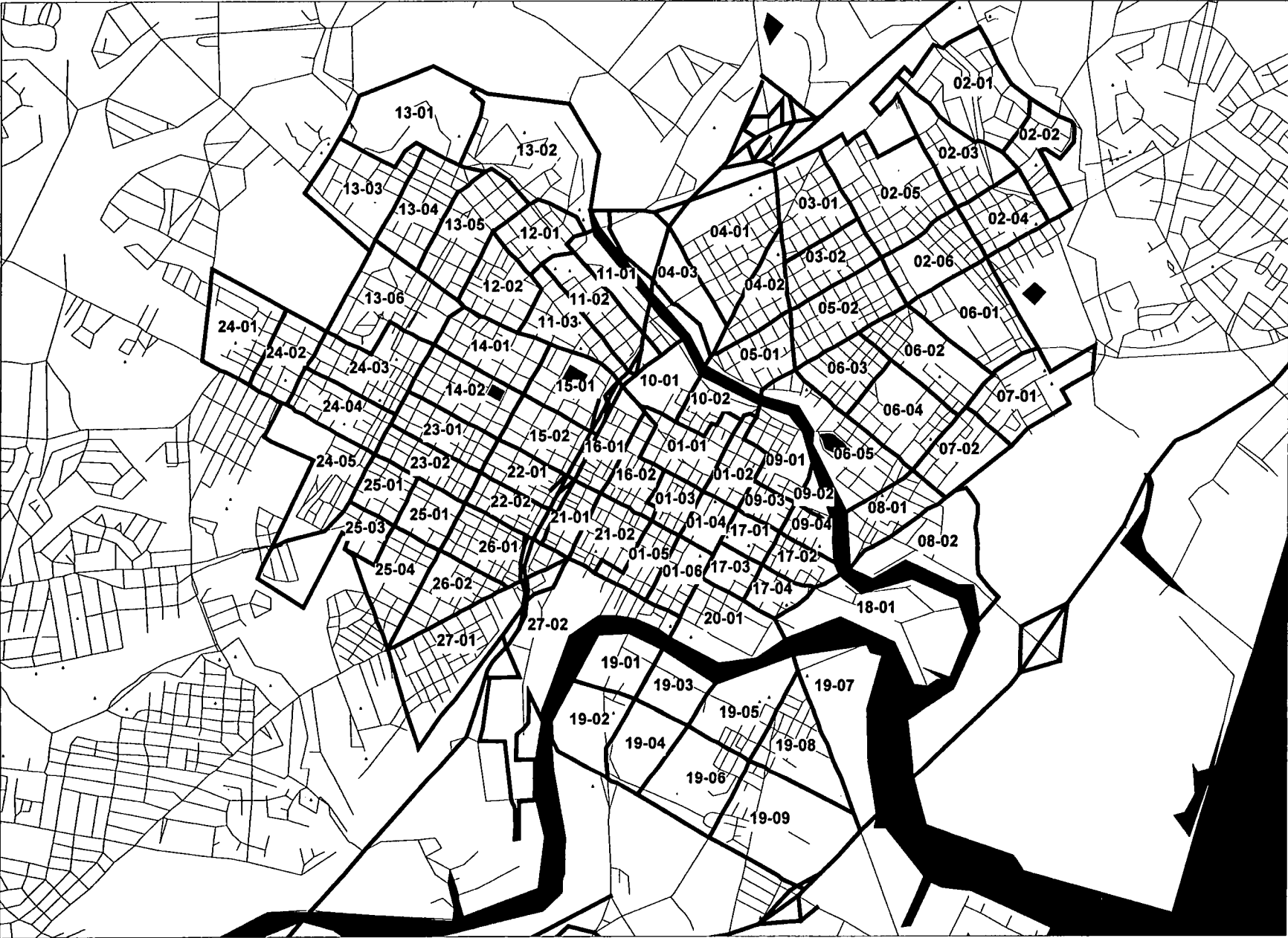
All of the CAD system and arrest data used in this analysis was geocoded by location. A map provided by the Wilmington Police Department that divides the city into 90 reporting areas (grids) was used for this purpose. These reporting *areas*, which are essentially census tract sub-units, are not the same as police department reporting *districts*, which tend to cover a much larger area and are subject to periodic changes.

The information shown on pages 32, 34, and 36 (Maps 2-4) are the result of a field survey that was conducted in the Weed & Seed area in March 1999.

Weed & Seed Reporting Areas



City of Wilmington Reporting Areas



Physical and Demographic Characteristics of Wilmington's Weed & Seed Neighborhoods.

Wilmington's three Weed & Seed neighborhoods—West Center City, Westside/Hilltop, and Browntown/Hedgeville—are located west of Wilmington's central business district. The approximate boundaries of the target area are N. Union Street to the west, Tatnall Street to the east, Pennsylvania Avenue to the north and the Wilmington city line to the south. West Center City is located at the western edge downtown Wilmington. The Westside/Hilltop area lies adjacent to West Center City on the west side of the Adams/Jackson Street I-95 corridor which extends from Lancaster Avenue north to Pennsylvania Avenue. Browntown/Hedgeville is located directly south of these two neighborhoods on the south side of Lancaster Avenue.

Westside/Hilltop is located west of the West Center City area and is bounded by Adams Street/I-95, Pennsylvania Avenue, N. Union Street, and Lancaster Avenue. This area is one of the most ethnically diverse neighborhoods in Wilmington. According to the 1990 Census of Population and Housing, approximately 11,843 persons live in the area. Although a majority of the Westside's population are African-American (52 percent), over half of the city's Hispanic population live there, thereby making the Westside home to Delaware's largest Hispanic community. Nearly one-quarter of area's residents are Hispanic. The Westside/Hilltop area also has a substantial Italian-American community, who are concentrated in the northwestern section of the area north of W. 4th Street between N. Dupont and N. Union Streets.

Within the boundaries of the Westside/Hilltop neighborhood are three community centers (West End Neighborhood House, the Latin American Community Center, and Hilltop Lutheran Neighborhood Center), four parochial schools (St. Anthony's, Padua Academy, St. Paul's, and Ursuline Academy), a public Elementary school (Cool Springs) and a hospital (St. Francis). The far western edge of the Westside/Hilltop area on N. Union Street is heavily commercialized and has a large concentration of restaurants, convenience stores, and other small businesses.

The median household income in 1989 for Westside/Hilltop households was nearly equal to the citywide median (\$24,486 versus \$26,389). Median family income for Westside/Hilltop families was also slightly less than the citywide median (\$29,523 versus \$31,140). Median household and family incomes for Census Tracts 14 and 15 were approximately equal to or above comparable citywide figures. These two census tracts represent the more affluent areas of the Westside/ Hilltop area.

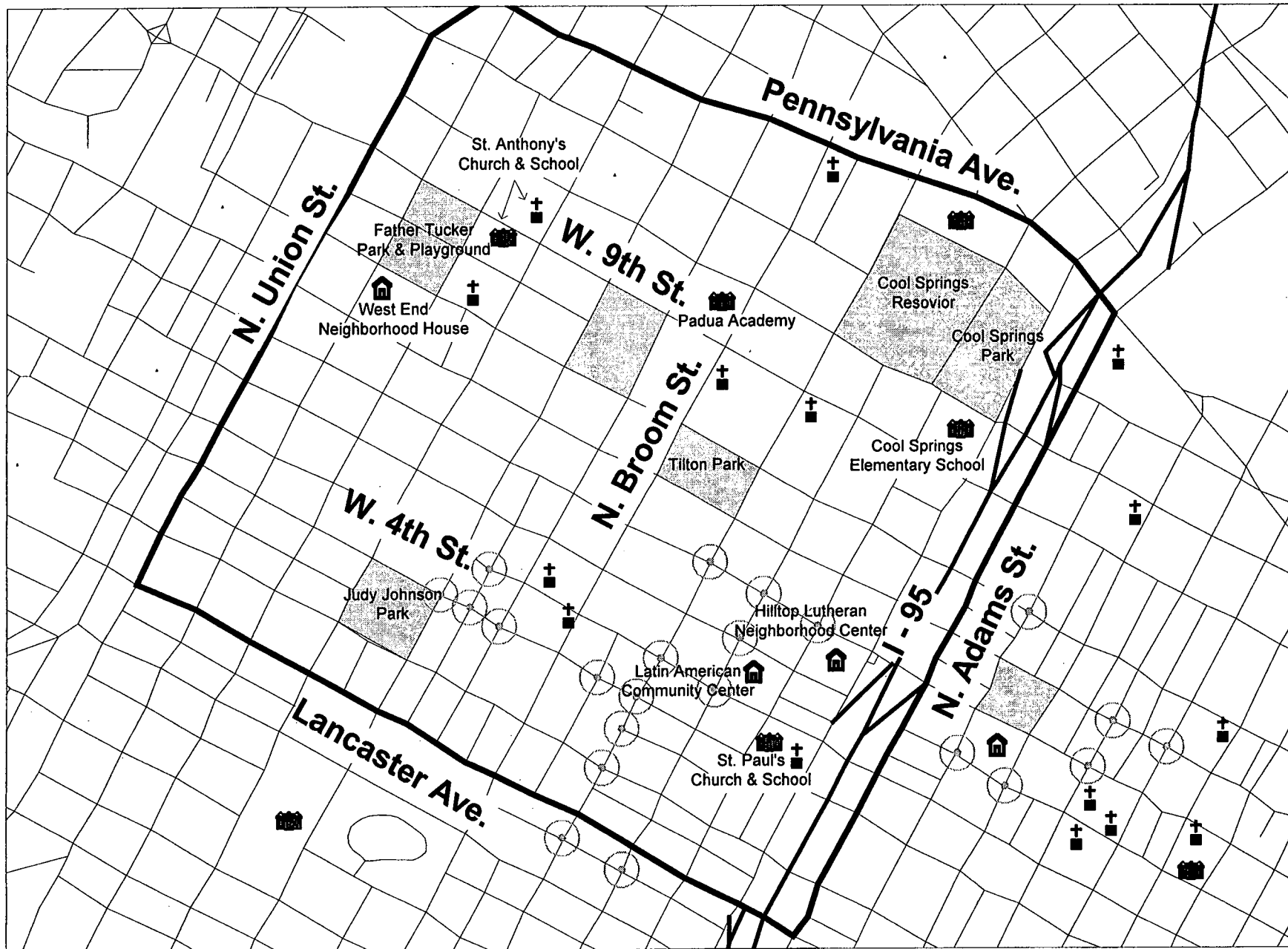
Most of the area's low-income households are located in Census Tracts 22 and 23. Approximately 18 percent of Westside/Hilltop families had incomes below the poverty level. Eighty-one percent of Westside/Hilltop families with incomes below the poverty level lived in Census Tracts 22 and 23. Over 25 percent of the families living in Census Tract 22 had incomes that were below the poverty level in 1989, and 25 percent of the households in that area received public assistance income. Similarly, 22 percent of the families in Census Tract 23 had incomes below the poverty level, with 13 percent of the households receiving public assistance income.

The housing stock in the area reflects this wide range of income levels. In general, the quality of housing is much better north of W. 8th Street, especially in Census Tract 15. In the northernmost part of Census Tract 15, it is not uncommon to find single family detached homes that cost \$300,000 or more. Traveling south towards Census Tracts 22 and 23, signs of physical decay become more apparent as the number of vacant, neglected, and poorly maintained properties gradually increases.

The section of the Westside/Hilltop neighborhood where most of area's open air drug sales occur consists mainly of small row houses and corner businesses. Many of the area's narrow streets are strewn with litter, and graffiti covered walls are commonplace. According to Wilmington Police Department dispatch system records, major Westside/Hilltop drug hot spots in 1997 were the corners of 5th & Harrison Streets, 4th & Franklin Streets, 3rd & Connell Streets, and 3rd Street & Delamore Place.

Westside/Hilltop Weed & Seed Target Area

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Demographic Profile of Westside/Hilltop

Race	CT 14.00		CT 15.00		CT 22.00		CT 23.00		Westside Total	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Black	394	18.4%	1,275	48.9%	1,906	77.7%	1,997	57.3%	5,572	52.1%
White	1,602	74.8%	1,244	47.8%	546	22.3%	700	20.1%	4,092	38.3%
Other	147	6.9%	86	3.3%	0	0.0%	789	22.6%	1,022	9.6%
Hispanic	127	5.9%	176	6.8%	1,557	63.5%	925	26.5%	2,785	26.1%
Total	2,143	100.0%	2,605	100.0%	2,452	100.0%	3,486	100.0%	10,686	100.0%
Sex										
Male	852	39.8%	1,239	47.6%	1,787	72.9%	1,757	50.4%	5,635	52.7%
Female	1,291	60.2%	1,366	52.4%	1,822	74.3%	1,729	49.6%	6,208	58.1%
Total	2,143	100.0%	2,605	100.0%	3,609	147.2%	3,486	100.0%	11,843	110.8%
Economic Status										
All Households	980	100.0%	1,088	100.0%	945	100.0%	1,069	100.0%	4,082	100.0%
Households Receiving Public Assistance Income	64	6.5%	108	9.9%	234	24.8%	139	13.0%	545	13.4%
Median Household Income	\$25,455	--	\$24,760	--	\$22,863	--	\$24,864	--	\$24,486	--
Mean Household Income	\$33,329	--	\$33,817	--	\$25,128	--	\$27,414	--	\$29,922	--
All Families	506	100.0%	488	100.0%	782	100.0%	768	100.0%	2,544	100.0%
Families With Income Below Poverty Level	22	4.3%	61	12.5%	199	25.4%	168	21.9%	450	17.7%
Female Head Families With Income Below Poverty Level	7	1.4%	27	5.5%	131	16.8%	126	16.4%	291	11.4%
Median Family Income	\$36,179	--	\$33,542	--	\$21,528	--	\$26,842	--	\$29,523	--
Mean Family Income	\$42,741	--	\$39,553	--	\$24,259	--	\$28,812	--	\$33,841	--
Per Capita Income	\$15,861	--	\$14,575	--	\$6,846	--	\$8,666	--	\$11,487	--

Source: 1990 Census of Population and Housing

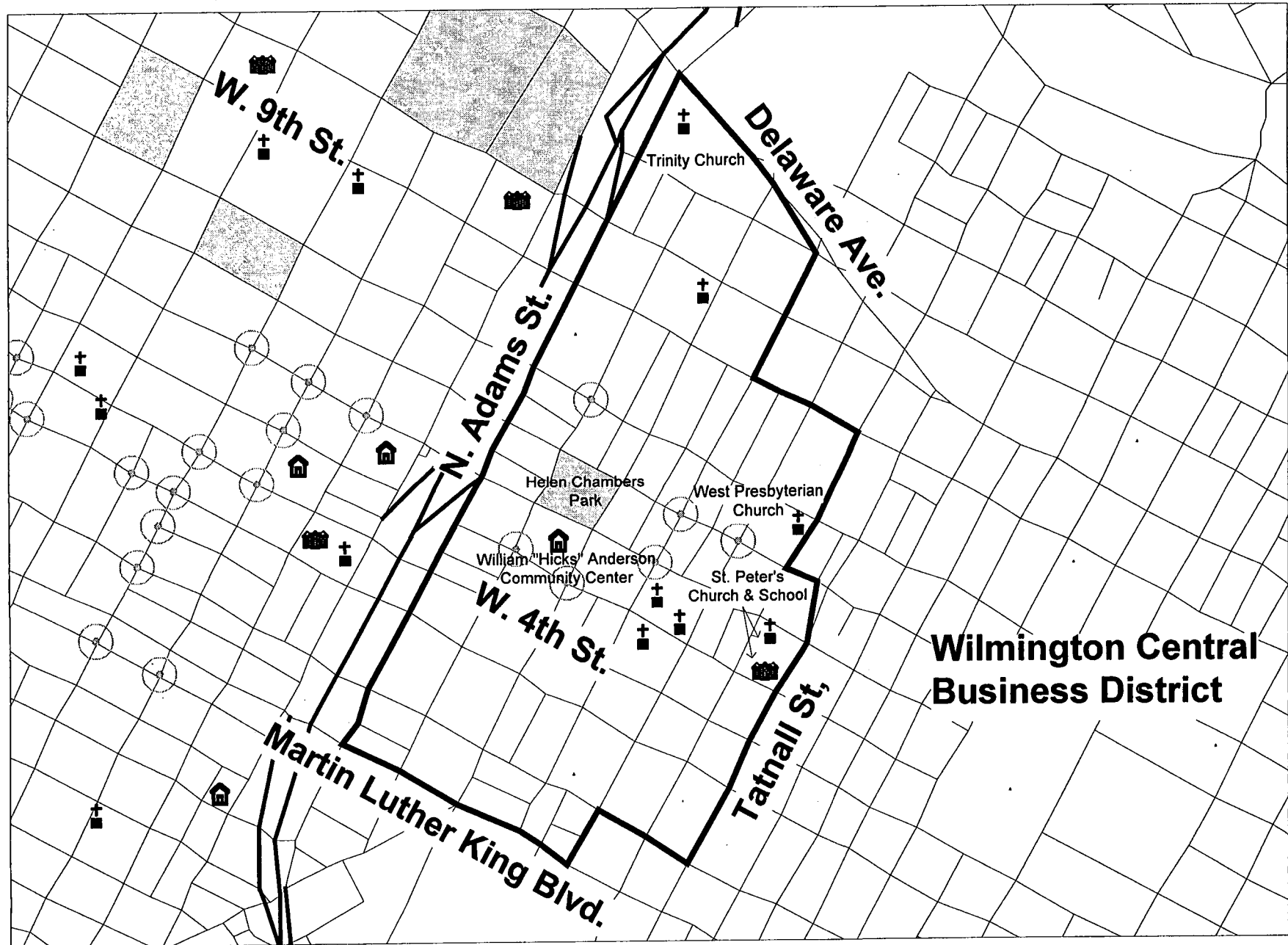
West Center City is located directly west of Wilmington's central business district. The approximate boundaries of West Center City are Tatnall Street, Martin Luther King Boulevard, N. Adams Street/I-95, and Pennsylvania Avenue. The area is comprised mainly of two and three story row houses and apartment buildings. Located within the boundaries of the West Center City area is a city operated community center (William "Hicks" Anderson Community Center), a state owned social service facility (Porter State Service Center), a shopping center (Adam's Four Shopping Center), and a parochial school (St. Peter's).

According to the 1990 Census of Population and Housing, approximately 4,588 persons live in West Center City. About 70 percent of the area's residents are African-American. The median household income in 1989 for West Center City households was \$23,830, which is just slightly less than the citywide median household income (\$26,389). However, the median income for families living in the West Center City area was only \$20,839, which is substantially less than the citywide median family income of \$31,140. West Center City has the highest rate of poverty of the three target neighborhoods, with approximately one out of four families having incomes below the poverty level.

Most illicit drug activity in West Center City occurs in the area bounded by W. 9th Street, West Street, W. 5th Street, and Monroe Street. This area is often referred to by longtime Wilmington residents as "The Valley" because much of the area lies at the crevasse between two hills that rise to the west and east. Many of the homes in this area are federally subsidized rental units (Section 8) and Wilmington Housing Authority scattered site housing. Located directly north and south of "The Valley" are two relatively stable, middle-class areas, Quaker Hill and the Trinity area. Very few drug related calls for service are received from these two areas. According to Wilmington Police Department dispatch system records, major West Center City drug hot spots in 1997 were Jefferson Street between W. 6th & W. 8th Streets, and W. 5th Street between Madison and Monroe Streets.

West Center City Weed & Seed Target Area

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Demographic Profile of West Center City

Race	CT 16.00		CT 21.00		West Center City Total	
	No.	Pct.	No.	Pct.	No.	Pct.
Black	1,714	69.1%	1,563	74.1%	3,277	71.4%
White	566	22.8%	384	18.2%	950	20.7%
Other	200	8.1%	161	7.6%	361	7.9%
Hispanic	224	9.0%	244	11.6%	468	10.2%
Total	2,480	100.0%	2,108	100.0%	4,588	100.0%
Sex						
Male	1,204	48.5%	940	44.6%	2,144	46.7%
Female	1,276	51.5%	1,168	55.4%	2,444	53.3%
Total	2,480	100.0%	2,108	100.0%	4,588	100.0%
Economic Status						
All Households	991	100.0%	856	100.0%	1,847	100.0%
Households Receiving Public Assistance Income	152	15.3%	155	18.1%	307	16.6%
Median Household Income	\$26,902	--	\$20,758	--	\$23,830	--
Mean Household Income	\$32,192	--	\$27,797	--	\$29,995	--
All Families	558	100.0%	451	100.0%	1,009	100.0%
Families With Income Below Poverty Level	138	24.7%	117	25.9%	255	25.3%
Female Head Families With Income Below Poverty Level	125	22.4%	81	18.0%	206	20.4%
Median Family Income	\$22,240	--	\$19,437	--	\$20,839	--
Mean Family Income	\$31,366	--	\$29,755	--	\$30,561	--
Per Capita Income	\$12,716	--	\$11,470	--	\$12,093	--

Source: 1990 Census of Population and Housing

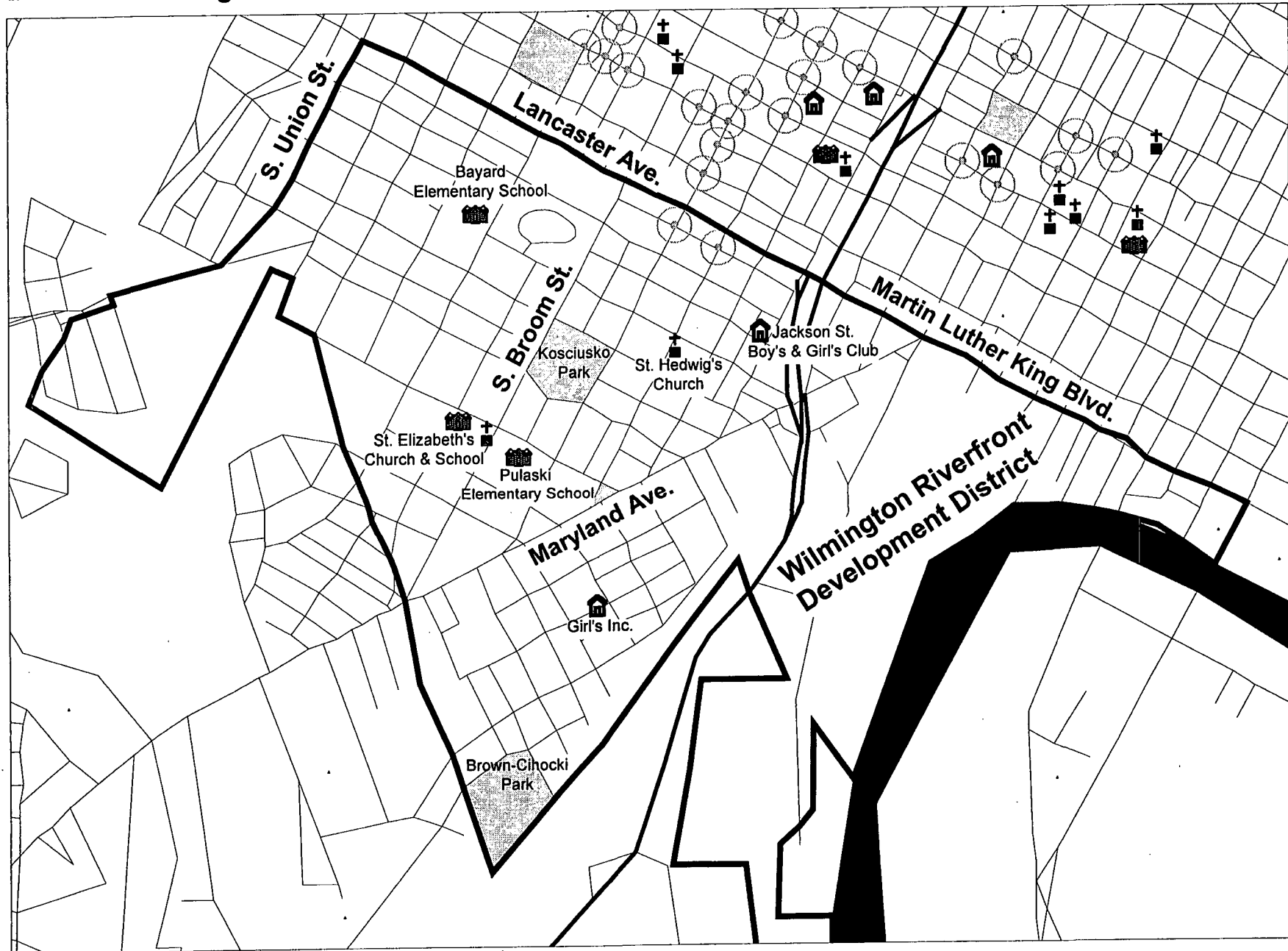
Browntown/Hedgeville is located directly south of Wilmington's Westside/Hilltop and West Center City neighborhoods and central business district. The boundaries for Browntown/Hedgeville are Lancaster Avenue, S. Union Street, the city line, and the Christina River. Hedgeville, which is located on the north side of Maryland Avenue (Census Tracts 25 and 26), lies adjacent to the Westside and West Center City neighborhoods. This area contains a mix of single family detached homes, semi-detached units, row houses, and apartments. Browntown lies on the south side of Maryland Avenue (Census Tract 27). A large part of Browntown is occupied by factories, warehouses, and other industrial uses. The residential section consists mostly of older two story row houses mixed intermittently with newer residential construction. Within the boundaries of the Browntown/Hedgeville area are two parochial schools (St. Elizabeth's and St. Hedwig's) three public schools (Pulaski Elementary School, Bayard Elementary School, and the Douglass Kindergarten Center), the Dennison Girls Club, and the Jackson Street Boys and Girls Club.

According to the 1990 Census of Population and Housing, 7,723 persons live in Browntown/Hedgeville. Eighty-three percent of Browntown/Hedgeville's residents are white. In the past, most of the area's residents were of Polish descent, however, the neighborhood has since become more ethnically diverse. The median household income in 1989 for Browntown/Hedgeville was \$26,563, which was slightly higher than the median household income for Wilmington (\$26,389). Median family income in 1989 for Browntown/Hedgeville was also higher than the citywide median (\$33,729 versus \$31,140).

Most of the drug related calls for service that were received from Hedgeville in 1997 concerned areas on or near Lancaster Avenue, especially Read Street between S. Franklin and S. Harrison Streets (Census Tract 26). Few drug related calls for service were received from the Browntown area (south of Maryland Avenue). Those that were received from Browntown mostly concerned the area near Cedar and Brown Streets.

Browntown/Hedgeville Weed & Seed Target Area

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Demographic Profile of Browntown/Hedgeville

Race	CT 25.00		CT 26.00		CT 27.00		Browntown/Hedgeville Total	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Black	366	13.0%	429	13.2%	119	7.3%	914	11.8%
White	2,344	83.0%	2,674	82.0%	1,426	87.1%	6,444	83.4%
Other	114	4.0%	159	4.9%	92	5.6%	365	4.7%
Hispanic	164	5.8%	184	5.6%	126	7.7%	474	6.1%
Total	2,824	100.0%	3,262	100.0%	1,637	100.0%	7,723	100.0%
Sex								
Male	1,361	48.2%	1,544	47.3%	774	47.3%	3,679	47.6%
Female	1,463	51.8%	1,718	52.7%	863	52.7%	4,044	52.4%
Total	2,824	100.0%	3,262	100.0%	1,637	100.0%	7,723	100.0%
Economic Status								
All Households	1,152	100.0%	1,327	100.0%	678	100.0%	3,157	100.0%
Households Receiving								
Public Assistance Income	75	6.5%	111	8.4%	35	5.2%	221	7.0%
Median Household Income	\$32,061	--	\$24,788	--	\$22,841	--	\$26,563	--
Mean Household Income	\$35,928	--	\$28,673	--	\$29,192	--	\$31,264	--
All Families	732	100.0%	802	100.0%	397	100.0%	1,931	100.0%
Families With Income								
Below Poverty Level	37	5.1%	75	9.4%	42	10.6%	154	8.0%
Female Head Families With								
Income Below Poverty Level	16	2.2%	15	1.9%	42	10.6%	73	3.8%
Median Family Income	\$36,750	--	\$35,776	--	\$28,661	--	\$33,729	--
Mean Family Income	\$42,679	--	\$35,647	--	\$32,652	--	\$36,993	--
Per Capita Income	\$14,805	--	\$11,941	--	\$12,301	--	\$13,016	--

Source: 1990 Census of Population and Housing

ISBN 0-16-050414-7



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NCJ-181107